SURVEY Midmonthly

AUGUST JOURNAL OF SOCIAL WORK 1939

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Backyards of Washington

CHALICE COYLE

Up by the Bootstraps

MARTHA PARRISH

When Kinsfolk Won't Support

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So They Said

At the National Conference of Social Work

• Most people are afraid of people who have suffered more than they have.—CONGRESSMAN JERRY VOORHIS, *California.*

• History established nothing more conclusively than the utter futility of punishment.—JUDGE ATWELL WESTWICK, *Santa Barbara, Cal.*

• So often our community planning for money raising far outstrips our community planning of the (social) services themselves.—HELEN HALL, *president, National Federation of Settlements.*

• Here in America you take too much for granted. You should be more sensitive and thankful for the things you have—freedom, culture, education.—ALICE G. MASARYK, *citizen of Czechoslovakia.*

• The minute a writer starts looking into any situation he's a social worker. If a writer does an honest reporting job on how people live he immediately puts himself in the position of being a case worker. Case workers make a report on how people live and so does a writer.—OLIVER LAFARGE, *author.*

• If we throw out the Works Progress Administration we shall be scuttling the first promising demonstration that the American people have had the wit to make use of idle workers and idle time in such a way as to produce needed services for the benefit of our common life.—PAUL KELLOGG, *editor Survey Midmonthly and Survey Graphic.*

• I say that the percentage of men and women who are chiseling on relief is less than the percentage of those who are chiseling on their income tax.—MAYOR FIORELLO H. LAGUARDIA, *New York.*

• Attitudes are not changed by platitudes. Attitudes are not changed by beatitudes. Human conduct is influenced by human contact.—L. WALLACE HOFFMAN, *chief probation officer, Juvenile Court, Toledo, O.*

• Worry becomes a habit which operates irrespective of the magnitude of the thing worried about. With teachers it seems sometimes to amount to an occupational disease.—JAMES M. SPINNING, *superintendent of schools, Rochester, N. Y.*

• This country always has been going to the dogs because its president lacked the all-knowing sagacity of the man on the village cracker-barrel. And yet somehow we have not collapsed utterly and chief executives usually have lasted out their four or eight years, then to become sage and respectable directors and judges. It is surely the merest accident that none of them ever became a bishop.—GEORGE N. SHUSTER, *associate editor, The Commonweal.*

• The American child needs a champion.—KATHARINE F. LENROOT, *chief, U. S. Children's Bureau.*

• We need a new slogan in this country. "Make America safe for diversity." Inequality is not safe for democracy.—LOUIS ADAMIC, *author.*

• The field of social welfare is pretty well cluttered with jerry-built community organizations in various stages of decadence.—LEROY RAMSDELL, *director, Hartford (Conn.) Community Chest.*

• I have a theory that the layman as a politician is going to be more difficult to educate in social work than the layman as a citizen.—EDWARD L. RYERSON, JR., *president, Community Fund of Chicago.*

• Despite a rising vocalism among the youth of the nation America has no need to fear radicalism from that quarter. . . . More is to be feared from the lassitude of youth in current affairs.—OWEN R. LOVEJOY, *American Youth Commission.*

• The most subtle case work is no substitute for food and clothing and shelter; the most skillful psychiatric approach cannot take the place of a job. Until we solve the problem of worklessness there will be a hundred new maladjustments to every one that the family case work agency can correct.—SIDNEY HOLLANDER, *president, National Council of Jewish Federations and Welfare Funds.*

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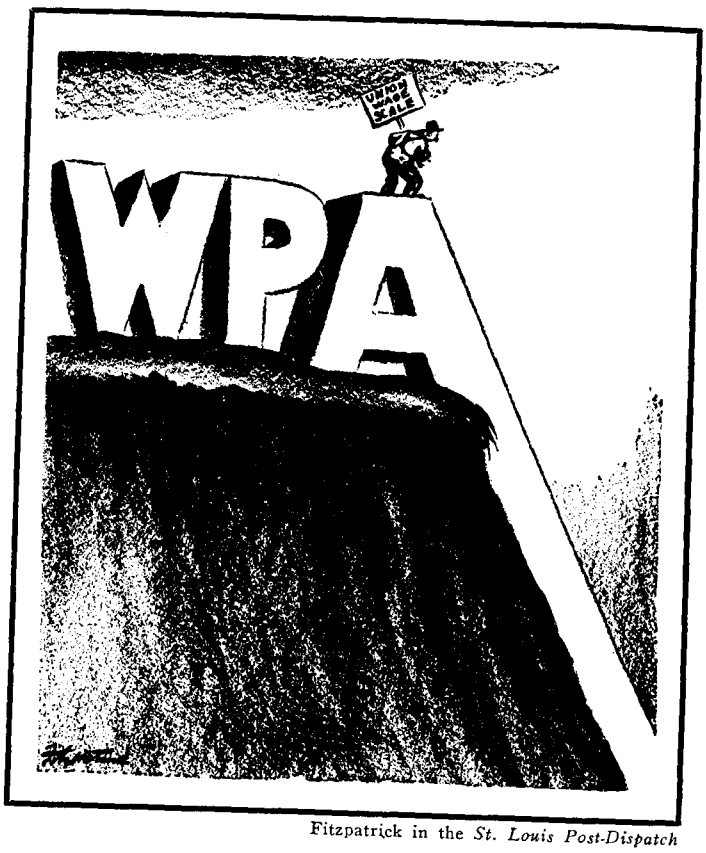

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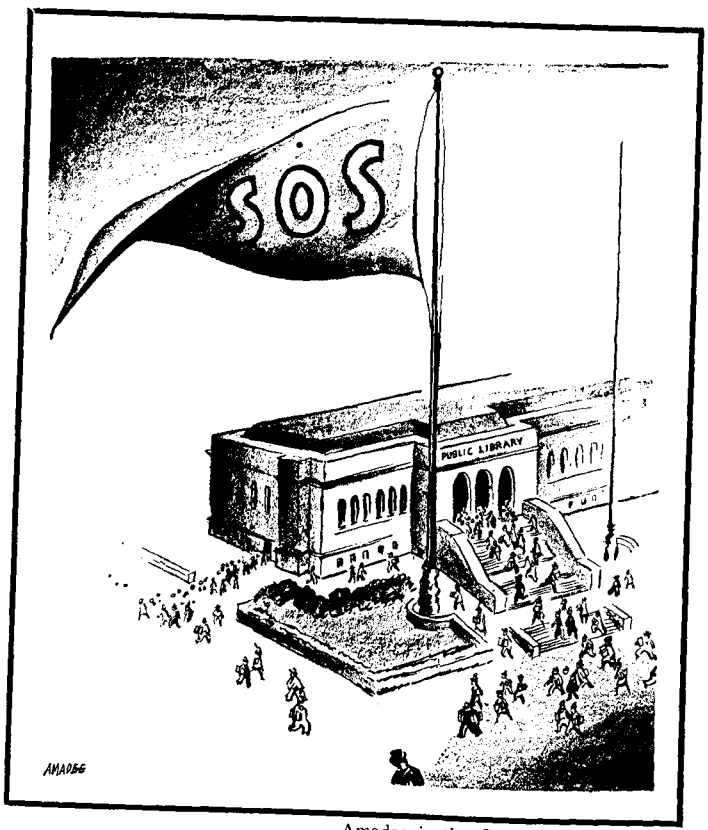

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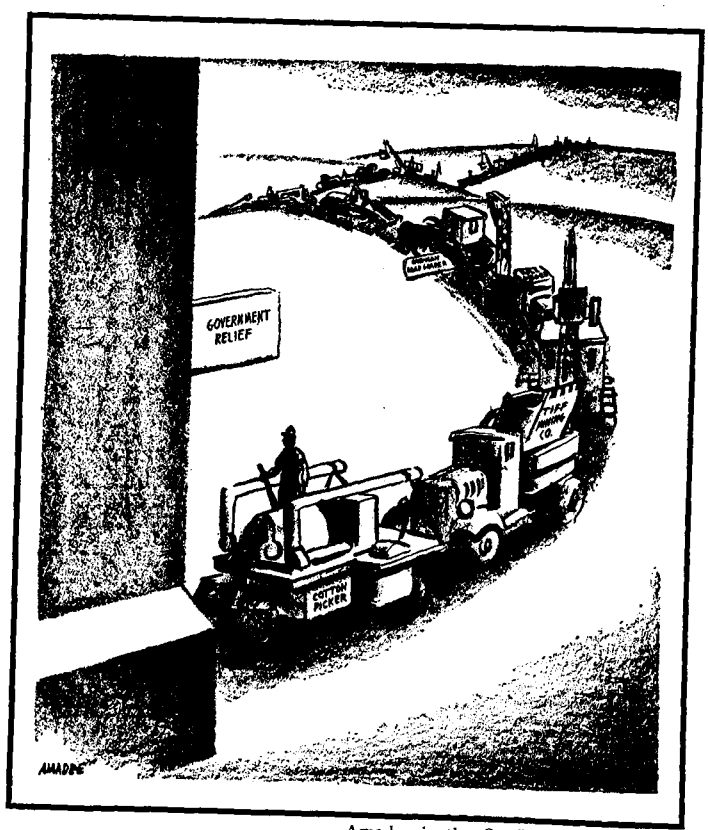
A Great Public Servant Needs Help in Its Job



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SURVEY MIDMONTHLY

AUGUST 1939

VOL. LXXV NO. 8

Behind Washington's Marble Facade

By CHALICE COYLE

THE streets of Washington are jammed with tourists and the sightseeing busses roll past the marble buildings of Constitution Avenue. The guides point out the Navy Yard but not Navy Place; the Senate Office building, but not Schotts Alley across the street. Tourists troop through the White House and the Capitol, but not through Washerwoman's Row or Snow's Court or the other inhabited alleys where the poor of Washington are hidden away, forgotten for the most part except at Christmas time when good folk attempt to brighten dark corners with carols and Christmas baskets.

L'Enfant dreamed of a beautiful city with wide streets and large squares. Carriage houses, gardens and slave quarters originally filled the interiors of these squares but as the city grew and land values increased, tiny dwellings sprang up along winding, unlighted interior passageways. These are the famous inhabited alleys of Washington of which 176 exist in the heart of the city. A short detour on either side of Pennsylvania Avenue at any point between the Capitol and the White House would bring the sightseer to sections where people huddle like rabbits in a warren; where 20 percent of the dwellings are without running water; and more than 35 percent without an inside toilet and bath. Most of the alleys have neither gas nor electricity. Behind the marble facades of Washington are shocking cores of poverty, crime and despair.

Thousands of people in the nation's Capital are hungry, ill, disheartened. Hundreds of homes have been broken up because the wage earner thought his family better off without him. Relief agencies, public and private, are swamped; their totally inadequate funds stretched to the utmost. Case workers in the public agencies are struggling desperately under case loads of almost two hundred.

But, one often hears it said, such conditions exist everywhere. True, but in few places is the total picture—relief, housing, health and crime—as discouraging as it is in the Capital of the United States. As compared with other cities expenditures for relief are extremely low; diseases of malnutrition and poverty extremely high. For example, the figures for tuberculosis, for infant mortality, for the maternal death rate, for the venereal death rate all are above the average for the country as a whole. In one census tract, bordering on the Capitol, the tuberculosis death rate is over 300 per 100,000. The average for the country is fifty-one. The fact that the high tuberculosis death rate is due in part to the incidence of Negroes in the population does not make it less of a threat to the welfare of the rest of the residents. Most of those rendering personal services, such as maids, waiters, porters and so on come from the congested areas where the morbidity and mortality rates are the highest.

For the past two years the Health Department has had increased funds available both from the District appropriation by Congress and the Social Security Board. More money together with the efforts of a new director of public health for the district, made possible the opening of new health centers and an increase in public health work. The result has been almost startling; a reduction in the tuberculosis rate, for certain sections, from a high of over 400 to a high of over 300. Remarkable improvement has been made also in maternal and infant death rates.

IT is hard to prove that a direct connection exists between bad housing and inadequate food on the one hand and a high illness, death and crime rate on the other. But they are found together too often to be ignored. A relief applicant told the interviewer, at a time when no relief was available, that he had walked the streets for days looking for work and that he would steal rather than see his children hungry any longer. Two days later he made good his threat by stealing a purse in a doctor's office. A young man was discharged from an overcrowded hospital with a syphilitic abscess—too well to stay in the hospital, too sick to work, homeless and utterly destitute. He threw a stone through a store window and calmly waited to be taken to jail where he thought he could have treatment and food at the same time. A child, threatened with the Reform School for frequent running away said, "It's warm there and sometimes they have cake."

Washington, according to several surveys, has more police, more burglaries, more larcenies, than the average for seventeen other cities of comparable size. The Criminal Justice Association, (a private agency formed two years ago) has been successful in reducing the number of major crimes but has had less effect on those crimes arising out of a bad economic situation. The temptation to steal is hard to resist when one is hungry.

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Few people realize how populous the alleys are and how close to the better homes. Residents in hotels near the Capitol can look into some of the alleys from their windows. The Alley Dwelling Authority is making a noble effort to rid Washington of its slums, but is handicapped by inadequate appropriation although its operations are 100 percent self-sustaining and in the end will cost the tax-payers nothing. More funds for alley reclamation would provide employment for a considerable number of people as well as doing away with sources of disease and crime.

In order to understand the relief problem in Washington, it is necessary to know something of the way the District of Columbia is governed and to understand the variety of hurdles that any budget must leap before it finally gets back to the department where it started.

Congress took over the management of the District in 1801 and in 1878 set up a commission form of government. Since then many boards, commissions, and offices have grown, Topsy like, through Congressional action. All District budgets (itemized) have to pass through the hands of the District Commissioners, the Federal Budget Bureau, the sub-committee and the full committee on appropriations of the House of Representatives, the House of Representatives itself, the subcommittee and full committee on appropriations of the Senate, the Senate itself, the conference committee of the House and Senate, again both the House and the Senate. Finally it must be signed by the President.

The District commissioners are hampered by lack of any real authority and are restrained from making any contract not provided for in the organic act or otherwise provided for by Congress. This Congressional control over the affairs of the District, administrative and fiscal, leads to much irritation and annoyance on the part of residents of the District and members of Congress alike. The sprawling and uncoordinated setup invites buck passing. Nowhere can definite responsibility be fixed. The members of Congress who serve on the District committees carry a double burden since the District has a population greater than that of several states and, since it ranks both as a city and a state, has a proportionate number of problems. Accessible as they are, the representatives and senators are bombarded by pressure groups of all kinds. It is not surprising that the turnover on District committees is high. Many of the members are Congressmen serving their first term who did not realize when committee appointments were made what they were letting themselves in for. How can a new Congressman discriminate between the statistics presented by a civic organization with no ax to grind and those presented by the paid executive of an organization the sole purpose of which is to keep down taxes for its members? To make matters worse, the civic organizations do not agree as to what should be done and how. Because there are no elections there is no way for any group to prove that it really does represent the majority of the citizens of Washington.

THE life of the members of the District Committee is not easy; and even when they try to do something progressive, they hear much more from those who are displeased than from those who are pleased. Not infrequently constituents "back home" protest to a congressman over what they consider preferential treatment for the District. This puts a Congressman under heavy pressure to vote for reduced appropriations for the District. After all his reelection depends upon those folks back home.

Innumerable surveys and reports have been made of the relief and related situations in Washington. It is really a pity that statistics and reports are not edible. Then the poor might have something to nibble on while another survey was being made. But there is little nourishment in figures except for controversy. Often the reports themselves serve to divert attention from the main issue—the need for adequate and intelligent care for the unemployed and the under-employed.

The Jacobs Report, made in 1937, compared the 1935 appropriation with relief expenditures in seventeen cities of comparable size and concluded: "The expenditures of the District are extremely low, its relief payments being approximately half as large as the average of the other cities." Yet in 1937 the appropriation was so limited that most cases having an employable member in the family could not be accepted by the public assistance division of the Department of Public Welfare.

IN the winter of 1937-38, there was so much controversy about the need for relief and the type of person receiving it that a committee of twenty-five women, members of the League of Women Voters and the American Association of University Women, undertook a survey of the situation. Some 500 applicants, turned away by both public and private agencies because of lack of funds, were interviewed; questionnaires were filled out; home visits made.

Contrary to the common belief, the typical relief applicant did not turn out to be a transient, an undesirable citizen or a person with a large family. About 77 percent of the applicants had lived in the district for more than five years, many of them unskilled workers who had been imported from the South by contractors in the late 20's and early 30's when Washington was indulging in a building boom. Most of the applicants were young, (61 percent under forty); the majority of them unskilled. More than 70 percent had fewer than four dependents; one percent had more than six. More than 30 percent had never been on relief before, and many of them needed only temporary assistance. A large percentage were colored since Washington has many Negroes who have relatively few opportunities in the predominating clerical and professional occupations. Practically all of those applying for aid were in dire need. All members of the committee were shocked at the inhuman conditions which they found.

In spite of the report of this committee and of other reports, the appropriation for relief for 1938-39 was cut so drastically that almost a thousand relief cases classed as unemployable had to be dropped during the year. Congress further restricted the amount to be expended for personnel to 8½ percent of the budget, and reduced the maximum grant per family to $60 a month. Case loads varied from 150 to 200 per worker as against sixty to a hundred in other cities. Such limitation of staff has led to a variety of undesirable effects. Since cases cannot be properly investigated some applicants get relief who do not need it as badly as others and case workers do not have time to give the more promising families the help that might keep them on their feet or put them back to self support. The success of certain private and public agencies in rehabilitating individuals should have demonstrated the wisdom of keeping a man on a self-supporting basis.

The public assistance division of the Department of Public Welfare estimates that 50 percent more cases could be closed if there were adequate staff to make proper investigations. When applications for relief increase suddenly as they do when WPA drops large numbers of workers, ap-

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pointments for first interviews have to be made weeks in advance. And how do the children eat in the meantime? Some of them don't.

In 1938 the sub-committee on Appropriations of the Senate and the House authorized an investigation of public relief in the district. While the investigator found much to criticize he pointed out that with the limited staff and heavy case loads, it was impossible to do a good job. A greatly increased staff was recommended.

This investigator also called attention to the great number of unemployed in Washington, 50,000 during 1938, for whom there is no provision. He said:

> Of special and vital significance is the plight of those persons rejected by WPA because of physical and occupational unfitness and who have previously applied to and have been rejected by the Public Assistance Division. No more graphic illustration of the inadequacy of the present relief funds is possible than the picturization of this tragic group caught in the marginal zone between two nonmeshing welfare programs. Refused on the one hand because of employability and on the other hand for unemployability, the consequences cannot fail to induce a sense of utter futility and frustration on the part of these families.

Although some 7500 of "this tragic group" had been accepted by WPA they had received no assignment at the time the report was made. The figure had risen to 8100 by April 1939 and since has been increased by further WPA reductions. Another 1500 were awaiting interview. The report recommended some provision for the employable group, and an increase in the appropriation to cover this and other groups. It also recommended a maximum of $90 per family per month with a provision for more if approved by the commissioners of the District.

The House sub-committee, ignoring the recommendations of its own investigator, recommended for 1939-40 an appropriation approximately the same as the previous year. The Senate, in its turn, increased the appropriation, made provision for the employable group and removed the restriction on the amount available for personnel.

The bill as finally passed by both houses supports the House proposals. It appropriates $900,000 for public assistance purposes and stipulates that not more than 10 percent of all available funds may be expended for personnel. Maximum monthly allowance for a family of two is $30, plus $6 for each additional member up to a top of $60. There is no provision for unemployed employables whose only resource apparently will continue to be surplus commodities.

As it was about to pass the bill the Senate was informed that the commissioners of the District had appointed Otto J. Cass, deputy administrator of the local WPA, as superintendent of public assistance, and that Mr. Cass proposed "an immediate investigation of the relief case load in the District," as a result of which the commissioners would know whether or not to ask later on for an appropriation supplementary to the $900,000. "In view of this," the commissioners said that they felt "that at this time . . . the Senate would be justified in receding" from its proposal to increase the relief appropriation to $1,500,000. It should be noted however that under the terms of the law only one-twelfth of the appropriation may be expended in any one month. A deficit may not be incurred.

Thus after all the investigating, Washington is back where it started from with one more report gathering dust on the shelves, one more investigation in prospect and with a great segment of its population still ill-clothed, ill-fed, ill-housed, huddled out of sight behind the city's glittering marble facade.

Looking Two Ways At Once

By MRS. PAUL R. REYNOLDS

FOR something like twelve years I have served on the Westchester County Recreation Commission. For many years I have been a member of the American Association of Social Workers, having gotten in when it was a good deal easier to do so than it is today. I find myself a divided personality, constantly asking myself why it is that the recreation worker ignores the social worker, and the social worker overlooks, to put it mildly, the recreation worker? The social worker says, "You have no standards, no measure either for yourselves or for their attainments. After a child has been in your hands for a year or so what do you know about him?" We say, "We know he is bigger . . . !" She interrupts, "But is he better?" She wants to know: Does he stand by in silence as his mother puts the frying pan full of porterhouse steak under the bed when the social worker comes around to establish need for home relief? Does he tell his Pa that he ought to reveal a legacy now safely concealed in the next state? Has he character? We say that we wouldn't know. All we know is that he is a good ping-pong player.

As recreation workers we believe that we deal with needs, but of another kind than those dealt with by the social worker. To be honest, we know that meeting a child's recreation need is pretty much a matter of his individual good fortune and his personal drive. He must pick his own way through the labyrinth of crafts, athletics, music, folk dancing, which among other things we offer him on a silver platter. If his lungs are not so good, and his teeth worse, we probably don't discover it. If he steals, we learn it usually when he is caught going off with some bit of playground apparatus. We don't refer him to clinics, nor see that he gets there, and, alas, if he comes once or twice to share in our enterprise and then drifts away, we don't follow him to find out where he has gone or why.

Many of our clients—to use a word the social workers understand—wear clothes that don't fit the seasons and many of them wear the latest style. At a hearing before the Board of Supervisors on our recreation budget, it was thrown in our faces that ladies arrived at our door in mink coats. Instead of hiding our heads in shame, as we were expected to do, we cheered as politely as we could. Here at least is democracy. If a lady in mink and a boy in tatters both want to sculp, it's their work, not their garments nor what they do or don't pay for lessons, that establishes their positions. Personally, I should not care to give odds on which one gets the most out of the experience. But the best man wins. Such differences as we might detect in their clothes or in their teeth or tonsils are of no consequence. We prob-

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ably should say, if anyone asked us, that we are not there to help people; we are there to see that they have fun, that for a brief moment they find satisfaction in accomplishment. This is the basic difference between the two crowds, the recreation workers and the social workers, although probably no one but Carole Lombard could really explain it. We recreation workers are out for joy, unfettered, free of everything. We don't want to tie anybody down to his home life. No matter what the rest of the world thinks of him we want to get him out of himself.

But something slowly is being marked both by social workers and recreation workers. It is this, that the one place in the world where a child lives his whole life complete is the recreation camp. At home he is burdened by his family and its ideas about him. At school he meets a whole new set of attitudes about himself. After school he meets the obstacles of the street, the activities of the playground, and finally he comes home again. Somewhere in his day he may have met a social worker, a nurse in a clinic, a teacher in Sunday school, a recreation worker on a playground or community center. In none of these places or to none of these people is he the same child and there is no one to put all the pieces together and say "Here he is, all of him." A piece of him may look pretty drab because he can't do arithmetic. Another piece looks pretty black because he is rude to his mother. He is no good at basketball; he frankly isn't interested in Jeremiah, and his teeth are none too clean. Of course, the other side of the picture shows that he has a sneaking liking for the baby, shoots a good game of craps, enjoys reading about the heroes of history and makes a pretty good Robin Hood in the community center play. But who in his home town adds these things together?

In the camp—or at least in a good camp—all the parts of this child are put together into a whole. When, for example he goes to the camp run by the Westchester County Recreation Commission such pieces of his story as the social worker has been able to get together from home and school go with him, so does the record of his health from a doctor. No record comes from the playground, or from the church. But there, in camp, lies his chance to be seen whole. For there we recreation workers recognize social work, and social work somewhat tentatively and with reservations, recognizes us. We keep a careful record of his aptitudes and his habits, the kind of children he chooses for his friends, his relation to his counsellors, his approach to individuals and to the group. When he leaves us we think we know him as his family and the social worker, the school teacher, the clinic and the church have no opportunity to know him. We have lived with him whole and when he leaves us there goes with him to the proper agency or individual a record of what we have found him to be like.

At the end of the two weeks or two months or whatever time he stays in camp, there are certain things that have happened to him that we can measure—his gain in weight for example—but it is far more difficult to measure, as social workers are constantly asking us to do, what has happened inside the child's mind and spirit.

How are we going to do this thing that social workers ask us to do and scorn us a little for not doing? What standards do they want us to set up? Must we ask that a teacher of pottery be not only a skilful craftsman, but something more? A psychologist perhaps? Or that on the playground, the athletic director must do something more than supervise games and fair play? And if so, what? It is a challenging question. Perhaps if the social workers would understand us a little better they might help us to make up our minds about it. I doubt if we want social workers on the playground and in the community house unless they can share in the recreational activities going on. For the vital thing about recreation is that if we are to get the full joy out of the experience, we should, when we are at it, leave behind everything else, including social workers as such.

Maybe we need some supermen, some hybrids, here and there one slightly cross-eyed who can see two fields at once.

When Kinsfolk Won't Support

By RUTH COLEMAN

Director Court Service Division, Cook County Bureau of Public Welfare, Chicago

THE business of "putting the law" on people to make them support dependent relatives is repugnant to many social workers, yet curiously enough it is an area in which their special services seem to be notably successful. I hasten to qualify that statement by saying that the measure of that success is their ability not to put the law on, but to effect agreements that keep off its rigid application.

In Illinois the legal provision for enforcing support by responsible relatives remains practically the same as when the Pauper Law was entered on the statute books more than a hundred years ago. Its original intent was primarily to free the tax payers from the burden of supporting persons whose relatives could be made to support them. The degree of relationship is specified. First the parents are held liable for support; then children, brothers and sisters, grandparents, grandchildren. The judge of the county court and the state's attorney are the officials responsible for the administration of the law.

A dozen years ago, when the Cook County Bureau of Public Welfare was established under a law suggested by Chicago social workers, its court service division was given the responsibility of providing social service for the courts of the county, with the exception of the Juvenile Court, which already had its own. There are three departments—or services, as they are called—in Court Service Division, to take care of the needs of the different courts. The kind of cases to be accepted and the type of service to be given have been worked out in cooperation with the judges, the Chicago Bar Association, and the Council of Social Agencies. Since Edmund K. Jarecki became county judge in 1922, all support cases under the Pauper Law have been referred to the county and probate court service of the court service division. The majority have not needed to be brought to the attention of the court. The four different state's attorneys who have been in office during the past sixteen years have accepted the plan.

These cases in the court service division are handled by

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standard case work procedures, with such new techniques as the workers evolve for themselves or gather from other sources. Some of the methods, such as getting the disputants together around a table, are not unlike those of arbitration boards in labor disputes. Before a family conference is held, however, homes have been visited, earnings have been verified, and the whole situation has been discussed individually with all members of the family, including the in-laws. Oftentimes the in-laws are more ready to participate helpfully in the joint working out of a support plan than are the dependent person's own children. Social workers in other agencies who have referred cases to court service "for court action against the children" are often pleasantly surprised when a case-work agreement for support is worked out with the responsible relatives. This surprise was naively expressed in a recent caseworker examination paper:

> Such a case is not referred directly to the county court but to the court service division of the Cook County Bureau of Public Welfare, and they do not often have to bring a case to court, because they can settle almost all family difficulties by a discussion. I do not understand how they do this, because usually case work has been tried already.

The simplest explanation of "how they do this" would be that the court service workers have the authority of the county court behind them, and that even with no mention of the possibility of court action, the clients are always aware of it. But that is not the whole story. A thesis recently accepted by the School of Social Service Administration of the University of Chicago, described the method of the county and probate service as an attempt "to effect a reconciliation between estranged members of families, through analysis and interpretation of financial resources and personal attitudes."

Before the amount which a relative should contribute can be determined, the case worker must first estimate the needs of the dependent person. The old age assistance budget or the Chicago Standard Budget for Self-Supporting Families may be used as a basis for discussion, with the individual himself asked to make an estimate of his own needs. Such estimates will vary, depending on the previous standard of living, but are likely to run about $50 a month for an old person living alone. Often, however, the dependent person is a welcome guest in the home of a relative, who asks that only certain items—clothing, doctor bills, insurance, or tobacco money—should be provided by the other liable relatives.

How much each relative should give, depends on three factors: the amount the dependent person needs; how many people there are to share in meeting the needs; the willingness and financial ability of each to pay. It always must be remembered that the first financial obligation of the legally liable relative is toward his own family.

IDEALLY, the only thing necessary to settle the amounts to be given would be to decide them; whereupon the liable relatives would accept their responsibilities without demur, and henceforth would pay regularly. This actually does happen in a surprising number of cases. But unfortunately, family situations, however neatly adjusted, do not always stay put. Incomes and responsibilities change; a new baby is born; wages are cut or increased; a highschool boy graduates, gets a job, marries and sets up housekeeping for himself. Again the physical condition or the living arrangements of the dependent person may change so that he needs more income or less. Then must come a new division of responsibility for support among the legally liable relatives.

Some of the cases brought to court service involve many problems besides money. A daughter who called at our office —"really just for advice, I wouldn't want to have you make a case out of this and take my brother to court"—said, "My brother makes me mad but after all, I don't really mind supporting Mother, if she'd only be different and appreciate what I do for her. But as you say, it's probably hard for her too." No two cases are alike, but the same pattern may run through many of them. A father or mother remarries against the wishes of the grown children, and later claims their support, which they refuse. An only son marries against his mother's wishes, and her claim for support from him is as much a claim for his love and attention as an assertion of her need to share in his income.

ONE recipe is guaranteed to produce a lively, long-time family scrap in any cultural group. We have seen it repeatedly in families of German, Polish, Italian, or Irish descent. The children finish school, get jobs and turn their pay checks over to their parents, who put the money into the property where they live. The children grow up, marry, establish their own homes. The father is no longer able to work, and the couple live frugally on their savings. One of the parents, say the father, falls ill and dies, and the last savings go for the illness and funeral. The children meet together, and work out a plan for the mother's support. A written agreement is drawn up and signed. The property is turned over to one of the children, a son let us say, who, in exchange, promises to care for his mother for the remainder of her life. The other children agree to forego any claim against the property.

So far, so good. Then the son who has taken over the property comes into hard times. His salary is reduced and his family increases. Medical needs are a succession of catastrophes. His mother and wife are not congenial, the home is overcrowded, the mother goes to live with another child. The mortgage is increased to cover the rising taxes, and eventually the property is lost. Then the case of the mother's support is brought to court service, everyone very indignant with everyone else, especially with the brother who managed so badly and lost the property and now is trying to evade his written promise to support his mother for the rest of her life.

In cases in which there are old family quarrels, it is always difficult and sometimes impossible to work out any satisfactory arrangement. Bitterness is less tangible than poverty, but no less real. In Mrs. Miller's case it was a house that symbolized the trouble. She was an elderly woman who, all her life, had wanted a house of her own. Her unmarried son, John, bought a house, promising her that she always could stay there and that he always would provide for her. Then he married, and his mother and his wife did not get along. When old Mrs. Miller came to court service, accompanied by her two married daughters, John and his wife had left the house, and she was staying there alone. The daughters wanted to force John to return to live with his mother and to support her even if it meant leaving his wife. Court action was avoided when John agreed to partition off two rooms for his mother's use.

This plan worked for about six months, then John's wife demanded that the married daughters be compelled to take their mother or else contribute towards her support. The daughters finally agreed to help with food, which they

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brought to the mother daily. But unfortunately, in order to reach their mother's rooms they had to pass through Mrs. John's domain. Arguments followed as night follows day. Finally, with the case worker again on the job, Mrs. Miller was given rooms on the second floor of the house apart from the rest of the family. To them John built an outside staircase so that his mother and sisters could come and go without passing through the rooms occupied by his family. This arrangement proved satisfactory and lasted several years, until Mrs. Miller's death. Court action was never used.

It may be asked how large a volume of work is handled in this intensive manner, and by how many caseworkers. During 1938, there were 300 new applications for support under the Pauper Law, of which only ten actually were taken into court. There were also nineteen cases on which agreed orders were entered. An agreed order is a voluntary agreement, filed in court, which has the force of a court order, although the persons concerned have not appeared in court. Payments on agreed orders may be made through court service, as is done with court orders, so that there is a record of the payments. Besides the 300 new cases, 1100 old cases were given service during the year. About $25,000 was paid through the office on orders for the support of persons in about 320 families. Court Service does not aim to set a record in the amount collected in this department; rather it encourages people to make payments direct to dependents, since this is a more normal and friendly method and more likely to continue with less friction for the families involved.

The 1400 cases were handled during 1938 by the three caseworkers and one supervisor of the county and probate court service, who also handled various other cases appearing in the county or the probate court, such as adoptions or releases of feeble minded persons. The territory covered in the whole of Cook County, an area of 933 square miles which includes the City of Chicago, with its population of nearly four million; ninety towns and villages; and large stretches of farms and fields. Let me emphasize that this is by no means a desirable case load standard. That there are not more caseworkers is due only to the exigencies of the county budget; that they continue to contribute genuine case work towards solving the client's problems is one of those minor miracles to which social agencies have grown too accustomed. With more workers, all the departments of court service could function more promptly, and would doubtless give much better service.

Whether or not there should be a law to require people to support their poor relatives, is a matter on which there are differences of opinion among social workers. If there were no such law in Illinois, probably some of the cases now handled by court service would be handled by other social agencies in much the same way; some would go on relief; some would have more family grudges, and some would have fewer. As it is, Cook County has interposed a shock absorber of social service between law and client, for while the law still stands on the statute books, it is invoked only when court service decides: "There is nothing more that we can do to reconcile this family dissension; nothing we can do to convince this son that, in view of his income and responsibilities and his mother's needs, it is fair and right for him to make a reasonable contribution towards her care. If he still refuses to enter into a plan for her support, we should not deprive the mother of her legal right to secure that support through court action."

The Birth of a Nursery School

By MARGARET E. MULAC

Supervisor, Women's and Girls' Activities, Municipal Division of Recreation, Cleveland

IT was not an unusual neighborhood. In hundreds of American cities there are similar ones without benefit of certain simple but obviously desirable social facilities. That a nursery school was needed was undisputed, but how to get it was another story. Agencies which had promoted nurseries elsewhere either were unable to do so here or were not interested. The Municipal Division of Recreation had a center in the district with suitable space for a nursery but it had no precedent for operating one.

Precedent or no precedent two members of the staff of the division, one of them the superintendent of the center, set about turning that vacant space into a nursery to serve the neighborhood. They had slight knowledge of nursery procedure and no money, but such trifling matters did not deter them. Their first step was to visit nurseries all over town and accumulate advice and suggestions. Each bit of advice, even the laconic "don'ts," fortified their determination to go ahead. Indeed their enthusiasm ran so high that nothing would satisfy it short of a beginning in the purchase of equipment. The Salvation Army's used furniture store yielded a victrola for which the two enthusiasts, who now called themselves the Founders, put down their own money.

Thus an idea and a victrola began a nursery.

At the Child Health Association, the founders got invaluable advice from the nursery school specialist who was all too aware of nurseries operating with poor facilities, and with small regard for proper nursery school procedures or reasonable standards. Immediately, the founders promised themselves that they would have a properly operated nursery or none at all.

The room at the Recreation Center passed the first test of the nursery school specialist. It was large enough, the lighting was good, it had regular heat and suitable toilet facilities. True, the woodwork was dingy, the plaster broken, the windows curtainless, and there was no money for fresh paper, paint or curtains. But by this time the spirit "to do or die" was strong within the founders so both promised, with more assurance than they felt, that those things would be taken care of in short order.

And they were. WPA and municipal employes washed the walls; employes of the Center pocketed their pride and begged money from their friends to buy material for curtains. The nursery school specialist herself sent in the wallpaper to cover the broken plaster.

Furniture, tables and chairs built to nursery specifica-

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tions, were absolutely necessary. One of the founders happily was able to lay hands on some scrap lumber. Several autoloads of this discarded material, several days of diligent and careful labor by WPA craft leaders, and a little money provided by the other founder, produced within two weeks chairs and tables enough for fifteen children—the number with which, it had been agreed, the nursery should open. However, before that happy day arrived the limit had been raised to thirty.

THE problem of trained leadership was not so easy. Two WPA recreation teachers were available, but neither had had special nursery training. However, they were intensely interested and eager to learn and willing to cram in the two weeks that remained before the nursery could open. They read suggested materials, visited accredited nurseries to observe procedures and techniques, and had special instruction from the nursery specialist whose enthusiasm by this time equaled that of the two founders. By the time the nursery opened, another teacher, this one with nursery experience, had been found and assigned.

One very important and necessary requirement for nursery schools nearly stopped the project. Each child must be examined by a doctor, and be immunized against smallpox and diphtheria before he could become a member of the nursery. How? Where? The founders had no money to pay a doctor, and few of the parents could afford these medical services. The answer, if any, would have to be found in the child clinics of the city health department. The commissioner of health was approached. Could he set aside a certain period each week for candidates for the nursery to go to their nearest clinic for examination and inoculations? The reply was definitely, "No." "Why?" asked the founders. All the answers came without hesitation: lack of facilities, lack of personnel, lack of funds, all the lacks so well known by every city department. The founders knew them all, but just the same they had to have a doctor. What ever made the commissioner of health change his mind they never will know, but change it he did, sending them to the Child Hygiene Division with the word that if it could help it had the commissioner's permission.

That division chief looked doubtful, shook his head, murmured that it was practically impossible; and then said that the nursery could have the services of the child specialist and psychiatrist and a special nurse for one morning clinic each week in the Recreation Center itself! After the first moment of triumph, the founders realized that this meant new and unplanned for responsibilities. A room for the clinic must be prepared and equipped with furniture, and such apparatus as a clinical scale with a measuring rod provided.

There was no question about it now, money had to be found; the two zealots had gone as far as they could without funds. With pencil and paper and a good deal of trepidation they listed the equipment still required and the amount needed for each item and sent it, with an SOS, to the Cleveland Foundation. Within three weeks came a check for the full amount, seventy-one beautiful dollars each destined to do the work of ten. The dispensary was fitted up with secondhand furniture; the nursery itself with shelves stocked with puzzles, paints, books, victrola records and so on. The nursery was almost ready and the founders were broke again.

Not to prolong the suspense, the nursery finally and actually opened with seven children between the ages of three and five with normal or above normal I.Q.'s. Week by week more were admitted until the maximum of thirty were registered. A waiting list was then established to permit replacements without delay. Supplies came from various sources. The WPA toy project sent a truckload of play furniture and games; the councilman of the ward chipped in funds for milk, cod liver oil, and fruit juices for six months.

After a few months, the aid of the Parent and Health Association was enlisted and the services of a parent education teacher obtained. The mothers were gradually brought into the Mother's Club which, as it grew, took over many responsibilities including voluntary support of the "kitty" from which new toys and supplies were purchased. On holidays when parties were given for the children, the mothers brought cakes and cookies and all the trimmings, decorated a table and served tea to visitors.

Gradually new activities were introduced into the program; nature study, interpretive dancing, painting, modeling, and so on. For a regular period each day, barring rain, the children visited the small children's playground on the federal housing project across the street.

A year after the opening of the nursery, a new group of children was formed to use the same room and equipment for the afternoon period. Around this group sprang up another Mothers' Club, which often met with the original one on matters of common interest.

From the doctor, who was not satisfied with one physical and mental examination of the children and continued to make examinations periodically, comes reports of the marked progress that the children have made. The mothers too bring in regular reports on the progress and changes they observe in the children. There is no doubt that the parents have benefited. In their daily visits to the Recreation Center to bring and call for their children they have become interested in the practical and social activities that the center offers for adults, particularly the sewing classes in the afternoons and the games, dances and social affairs in the evenings. Older children of these families enroll in the classes held in the afternoons.

IN looking back, both founders feel they were shining examples of "fools rushing in," since at the beginning neither one of them had any idea of the proportions that their idea finally assumed. Certainly in planning a nursery for twenty-odd children, they did not foresee that through it a well organized parents' group would develop; that before they were finished agencies which never before had worked together would combine their efforts; nor that through the nursery, wider contacts would be made with the neighborhood and a better leisure time program built up for the residents.

Many problems remain to be met. Staff still is furnished by WPA, a fact which presents constant problems of uncertainty. In the next year every effort will be made to place the nursery on a self-supporting and permanent basis without undue strain on the parents. The mothers already have assumed responsibility for the salary of a part-time teacher. The nursery was born out of the determination of the founders; it has prospered out of the cooperation and zeal of every one who has had contact with it. There still is enough of all three qualities to carry it forward.

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Up by the Bootstraps

By MARTHA PARRISH

Staff, State Welfare Board, Jacksonville, Fla.

SKETCHY in matters of formal professional education and of supervised field work, the Mary Browns and Jim Smiths of Florida, carrying cases by the hundreds, are responsible for practically the entire performance of what the public in that state, and I suspect in a good many others, is learning to call social work. The Marys and Jims do not hesitate to call themselves social workers. To do otherwise would, it seems to them, be straining at a gnat. They have no delusions of grandeur in taking a title to which, technically speaking, they have no claim, and they know full well that the technical gaps in their formal education and training probably never will be filled. But given the job to be done and the fact that they are doing it, the whole matter of "a rose by any other name" does not seem overwhelmingly important. What is important to Florida's Marys and Jims is that they should make themselves better social workers and should not be too humble-minded while they are about it.

Since no one else seemed disposed to do very much about helping the social workers build up their collective status and their individual morale, a little group of them decided to go to work by their own bootstraps. The result was a sort of spontaneous combustion that burst out in the 1938 meeting of the State Conference of Social Work from which, small at the start but spunky, emerged the Florida Association of Social Workers. Now at last the Mary Browns have something to list on personnel applications in that hitherto depressingly vacant space labeled "professional organizations," and the listing is beginning to mean something in Florida.

Until the new association "combusted" into existence the State Conference of Social Work had been about the only statewide, inclusive body in which everyone could hold membership and supposedly participate. But the conference was not geared to afford participation to the hundreds of new workers who have come into the field these last several years, nor could it, because it is a once-a-year-event, hope to meet in its three-day-sessions the insistent demand for more professional stimulation. There was some general feeling, also, that the conference had failed to keep in step with the concerns of the larger group of workers, the Marys and Jims, to many of whom, especially those in the rural sections, it represented the major professional contact of the year. Nobody asked Mary's and Jim's opinion in the matter, but their desire to make the conference more effective and realistic was an immediate issue in the 1938 meeting. Distrusted at first by many of the standbys who had managed the conference for years, the new-born association spoke up for itself, told the program committee of the 1939 conference what it wanted, and finally proved itself a force in reshaping the conference scheme. The 1939 meeting admittedly "belonged to the workers."

In more populous areas, the American Association of Social Workers is in a position to exert leadership among social workers who are not in its membership. But in Florida the AASW has hoed a hard row. Its membership is almost microscopic in proportion to the number of social workers on the job. A few of its members held that something could be done in actively guiding a broader organization, but they were snowed under by the terrific distances that prevented chapter discussion and by many conservatives who had been cautious too long. In the past year the Florida chapter of the AASW has done much to improve its own internal structure, and has worked closely with the new association in which some of its members are active participants. One of the aims of the new group is to acquaint its members with AASW membership requirements and to stimulate more of them to qualify. The AASW is growing to appreciate this and to see the association as a means of encouraging professional development.

WHILE some conservatives gasped at the sudden decision, the doors of the Florida Association were thrown open to public health nurses, juvenile court judges, Salvation Army workers, visitors and case workers in all public and private agencies, and everyone else who could be considered a full time employe with a main job in the broad field of social work. In many rural counties there is only one "welfare" worker and a public health nurse to carry the entire burden. In urban areas there are, as everywhere, all kinds and conditions of social workers, but through the state as a whole there is an appalling scarcity of trained personnel. Most of the people on the job have little professional contact and stimulation. In some urban areas where discussion groups would have been possible, no one had had the initiative to organize them. A few of the larger cities had luncheon clubs of one kind or another which provided professional contacts of a sort. But, by and large, contacts in any broad sense were limited to the yearly state conference.

Florida looks small on the map, but due to its peculiar shape the actual distances between its boundaries run into surprising mileage. The casual tourist is unaware that Florida includes much more than points between Miami, West Palm Beach and St. Petersburg. A very different Florida is known to the social workers. Florida is a part of the legendary deep South of cotton and tobacco fields, slavery-time Negroes, ante-bellum mansions, sharecroppers and pellagra. It follows that there are widely differing kinds of social work to be done and that there are many species of social workers on the job. To weld such a diversified group into a statewide organization with any degree of unity seemed almost impossible, but by starting where they found themselves, the Florida social workers are traveling toward that goal.

They started at the 1938 conference with a simple announcement of an extra-program meeting for everyone interested in an organization. The enthusiasts who came hastily drafted and adopted a constitution, elected officers and went back home to drum up interest in forming local associations. Local groups are the all important feature of the association. The state organization is intended only to bind the local groups together under a central name, to act as a clearing house for suggestions and membership questions, and to stimulate professional interest by helping in

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program making and in the more ambitious study plans. The purpose of the association is stated in its constitution: "To give representation to all persons employed in social welfare work in Florida and to improve standards of social work; to better social conditions by discussion and action; to encourage active participation in the State Conference of Social Work and similar programs, and to interpret social work and its aims to the general public."

THE association's beginnings were very, very small and at times discouraging. But gradually local associations were formed and although many an obstacle popped up, interest never flagged. Rural counties banded together to scrape up enough social workers for a "local."

During the period between the 1938 and 1939 state conferences, while the new association wobbled about on its unsteady legs and tried to demonstrate to a dubious audience that it could learn to walk, there seemed to be something electric about the whole social work atmosphere in Florida. Some of the social workers feared the electricity in the air, mistook it for the oncoming of a union, and made dire prophecies that the CIO was getting us, or soon would. But the Florida social workers do not, it appears, want a union. Somehow, the idea of a union does not seem to fit the kind of people who are Florida's social workers. They cannot visualize nurses, county health unit doctors, social work teachers, Salvation Army folk, county welfare people, workers in private and public agencies, Red Cross executives, the whole heterogeneous lot, bound together in the kind of activity characterized by unions as they know them. These people are engrossed in improving their own knowledge and skill, and they believe that if they do just that their worth will be recognized on its merit without forcing its acknowledgment by pressure methods. They feel that the functions of most unions, however meritorious, simply do not fit in with what social workers in Florida require at this stage in their development.

No organizers went forth to promote the new association. Almost the entire job of getting local associations started was accomplished by correspondence. Attending the process were the usual troubles that hamper most new groups—pressure of other work, difficulty in offering interesting programs and, in rural areas, the distances to be traveled to meetings. The work of organization has not been finished even now; a few areas still are without local associations. However, of Florida's sixty-seven counties, fifty-nine are represented in the present membership of 433, banded together into twenty local associations. Dues are $1 a year.

Some of the local organizations found their first fruitful activity in a prodigious amount of getting acquainted with their own community resources and with each other, and in stimulating better cooperation between agencies. Others have been able to embark on a series of study courses, occasionally with outside speakers and always with very active discussion. One group paid for an institute leader. Others have visited and observed institutions. Most of the groups have started modest circulating libraries, and all of them are campaigning for more widespread use of professional publications. The program of the association's education and training committee includes dissemination of information about schools of social work; a study of the education, experience, and duties of all association members; help in planning for periodic institutes.

Without sane leadership the association might well have strayed into deep pitfalls, but the guidance provided by the executive committee and by Kenneth Van der Hules, state president, has been both sane and popular.

The association, now just a fraction over a year old, makes no claim to having worked miracles. But certainly it has had a measurable effect on its own members, and in some places has improved community understanding of who, why, and what is a social worker. Not so long ago Mary and Jim sat back meekly, did their jobs and kept their questions for each other when the psychiatric social worker, imported for a brief day or two at the state conference, used terms they did not understand. Now they do not hesitate at all to ask the imported speaker to explain himself and to suggest study material for their local discussion group so that they will understand him better the next time. Instead of hanging around on the edges of the 1939 conference, looking on while the big-wigs ran things and trotting to meetings in which they took no part, Mary and Jim were very busy, their old diffidence and unsureness forgotten in their assumption of responsibility, through their association, for making the conference vital and realistic.

Back at home, every Mary and Jim has some active role in the regular meetings and programs of their local association. Some shy souls, typed as "uninterested in professional development" and "lacking in initiative," have caught from the prevalent electricity the spark they needed to set them off into personal stock-taking and self-improvement. Misunderstandings and friction between personalities have been ironed out by friendly association, and initiative has been stimulated by the discovery that working toward a common goal can mean more than so many words.

Mary and Jim are pulling themselves up by their own bootstraps in Florida, and are finding in the process the satisfactions and growth that go with any self-accomplishment. Mary-out-in-the-sticks no longer is a lone figure battling the problems of an isolated county without even an understanding ear into which to pour her troubles. She may have to drive across two counties to get that ear, but she is sure of finding it, sure of a chance to exchange ideas with a dozen or so other Marys and Jims up against many of the same problems.

THE executives and supervisors of the social agencies have welcomed the new association and themselves belong to it and participate actively. However, to insure the essentially democratic nature of the association and its control and direction by the Marys and Jims who constitute the great majority of its membership, the constitution stipulates that only three of the nine members of the executive committee and only one of the officers can be persons "employed primarily in an executive position."

After watching the new association for a year, some of the conservative big-shots who died the hardest over the whole thing are persuaded that there really isn't anything sinister about an organization by, of, and for Mary and Jim. Some of them who joined up in the first days with the pious intention of being "aware" of what was happening and of preventing anything very awful, have remained to work wholeheartedly and to become the association's loudest boosters. They have discovered that while Mary and Jim may make mistakes there is nothing wrong with their thinking processes, and that in the strength of association at the level of common aspiration and experience is a vitality and drive that holds rich promise for the development of Florida social workers and of Florida social work.

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POSTSCRIPT

by PAUL KELLOGG

SOMETHING like a curtain call, it seems, is expected from a president of the National Conference of Social Work. All of us who took part in the June meetings at Buffalo can now look back at them through the lattice of our everyday work.

The way they look to me is that we have created an extraordinary instrument for contact and exchange, for the stimulus that comes from hearing original experience, scientific foragings and the hail of creative leadership. Clearly we have put to use the values which come of a conference which has chosen to stick to its last as a mechanism for minds to meet. But contrariwise, the times we live in, playing a harsh light on our Buffalo meetings, showed how lame we are as social workers in developing implements for concerted action.

THIS CAME OVER ME A FEW DAYS AFTER my return, when a Montesorri teacher happened to sit opposite me at dinner at Henry Street Settlement. She had been an exile, first in Geneva and then in Minorca until the Spanish war overtook her there. Now in New York she was telling not of her own encounters with persecution or conquest, but of what had happened to two elderly aunts of hers. Nazi agents who visited them had, before they left, smashed into fragments a cabinet full of delicate China, heirlooms the family had treasured for three generations. They ran their knives quite as wantonly through the ancient leather of carved chairs in the living room and overturned shelves of crockery. This was like an intimate footnote to the self-imposed restraint of the overseas speaker at our final luncheon at Buffalo, who spoke in terms of her American observations, and only those, because the countrywide scheme of social work which she had built up in twenty years was like a hostage she must protect.

If that sort of thing is not going to happen here, it will be because we have strengthened our own democracy at home. Social workers are building defense lines in our daily work as truly as the English do when they dig trenches in the parks. But dugouts for safety's sake never won a war. There is call for salients of concerted and determined action if we are to count as we should.

WE MET AT BUFFALO WITH MASS UNemployment, like a footsore centipede, dragging its way into a tenth year; with both emergency and long range measures stalling and backfiring at national and state legislatures; with democracy itself disparaged in the world at large as a way of life and work, anachronistic as a dirt road.

Nonetheless, to me a tough, affirmative spirit mantled the familiar framework of our Conference program, crowning the evening sessions, sending out fresh shoots in mornings set aside for our six main sections and (this year) a dozen special committees, and in afternoons given over to forty-nine associated groups and to impromptu meetings. This gave a sense of a recurrent and positive theme at Buffalo, due in part to correlated planning by the Conference committees, in part to scores of suggestions that our secretary, Howard Knight, had long since elicited from the membership, and in part spontaneously to what Miss Addams once called "education by the current event." It was as if some inner spring against tiredness and disillusionment had recoiled among social workers themselves.

FOR MY PART, AT THE OPENING SESSION I had spoken of the blend of individual initiative and team play which, we like to think, sprang alike from the settlement of my native middlewest. The thirty years which had elapsed since the preceding Conference in Buffalo (1909) had seen our new profession catch those fresh initiatives that come when a calling is crossed with science. Social case work, for example, drew on the discoveries of physicians, psychologists, psychiatrists and contributed in turn to those disciplines. That was team work; and even more was that mustering of forces by our pioneers who made common cause with progressive lawyers and doctors, business men, labor leaders, club women, teachers. Otherwise we never would have launched the preventive movements that grappled with tuberculosis, child labor, housing, industrial accidents and the like.

Today we see current aspects of this process at work as other vocations are drawn into the new public welfare and security services. We see it too in the recent countrywide study of the Association of the Schools of Social Work into the need for all-round training in community relationships. We see it in the growing-pains of our American Association of Social Workers; in the rise of the service unions and the spread of unrestricted organizations such as the younger generation in Florida have thrown themselves into. Josephine Wilkins told us at Buffalo how yeast and insight have been brought together in Georgia through the team play of everyday organizations from churches to farm and fraternal bodies.

The American Public Welfare Association, the National Consumers' League, the National Federation of Settlements, the "YW's," state conferences of social work like California's, and a score of more specialized organizations have built up impressive nuclei for opportune research and cooperative effort—especially in the field of law administration. But by and large, neither nationally, nor state by state, can we be said to have applied in this new epoch of expanding public activities the precedents set long ago by the Public Charities Association of Pennsylvania and the State Charities Aid Association of New York in following them through, as their primary function.

THIS WAS BROUGHT HOME TO US INescapably at Buffalo. While the Conference was in session Congressional action was hanging fire on public assistance and the social insurances, on the WPA and the white collar projects, on wages and hours and labor relations, on the National Health bill to round out the Social Security program.

Yet obviously, there is no general formation of lay and professional workers —on all fours with this Conference of ours—committed to an overall cognizance of these and similar measures, so that it may come to grips with what is weak and wasteful in performance or proposal, can seize on what is promising and strike out for long plans. In some of those fields there is no effective national salient whatever; and it is not understating it to say that in none of them is there an organization with sufficient resources and membership to hold out against forces that would degrade or ditch such measures at the legislative level.

Nevertheless, the federal-state services at stake are of a sort espoused before our Conference for a third of a century. Enacted at length under spur of the depression, they are charged with nothing less than the reinforcement of badly shaken footholds of livelihood and citizenship in American democracy.

In my address, I tried to turn the situation right-side-up; to put it in terms not only of grievous social injury but of opportunity, of where we as social workers can take hold. So long as we fail to implement ourselves, in common with socially-minded citizens everywhere, with agencies that can count at city hall and county seat, state and national capitals, so long shall we leave isolated public social workers out on the limb of the spoils system; so long shall we risk the scuttling of permanent plans.

THIS THEN, IS WHAT I READ BETWEEN the lines of the papers and discussions at Buffalo—the object lesson of this great perennial gathering we call our National Conference of Social Work, which within its self-imposed limits as a discussion body has more than proved its mettle and which makes its recurring contribution as an educational force.

What we need are tools to match it in the field of social action.

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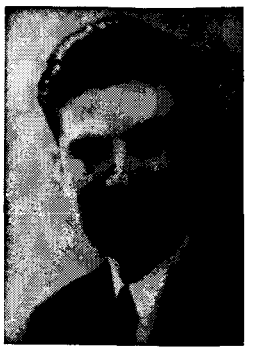
Here in Washington . . . By Glen Leet

THE HIGHEST LEVEL OF STATESMANSHIP reached by the 76th Congress in the field of social legislation has been in its handling to date of social security amendments. Probably the lowest level was its handling of the relief problem. Most significant social security amendments are those dealing with the old age insurance system which has been broadened and liberalized to provide increased security to millions of American families. Notable advances have also been made in public assistance, especially in aid to dependent children, and worthwhile advances in the extension of health programs. Significant was the concern on the part of members of Congress that state agencies administering unemployment compensation and public assistance be required in the interest of efficiency and objectivity to administer them in accordance with a merit system.



GLEN LEET

NEW SECURITY ADMINISTRATOR: Political commentators on the appointment of Paul V. McNutt as the new Federal Security Administrator have sufficiently ventilated what they consider its political implications. Without going into that aspect, something should be said here about his background and experience.

As Governor of Indiana, Mr. McNutt formulated a state program for cooperating with the Social Security Act even before it was enacted by Congress. He took the lead in establishing a Department of Public Welfare, and in modernizing the state's machinery for handling welfare problems he utilized the technical advice of such well-qualified experts as Frank Bane, Fred K. Hoehler, and Clyde White. He has indicated in the past a concern for the correction of present inequalities and injustices inherent in a categorical public assistance program. Mr. McNutt has shown himself an able administrator.

McNUTT APPOINTMENTS: Most significant acts of the new Federal Security Administrator have been his appointments. All of them are technically well-qualified and of undoubted competence. For example, Wayne Coy, assistant security administrator, ably administered relief and welfare in Indiana; Mary Switzer, assistant to Mr. McNutt, was right-hand lady to Josephine Roche in the Treasury Department, and was assistant to the chairman of the Interdepartmental Committee to Coordinate Health and Welfare.

OLD AGE INSURANCE: Hidden away among obscure legalistic provisions of the Social Security Amendments which passed the Senate are some innocent phrases representing a quiet but substantial victory for the economists of the "spending" school. This group favored greater benefits during 1940 as a means of sustaining recovery and raising the national income by increasing consumers' purchasing power. Introduced by Senator La Follette at the last moment, these amendments double the number of beneficiaries qualifying in 1940 over those qualifying under the House plan. Few realized the significance of these amendments for the payment schedules were not changed by the Senate, but by the lowering of the minimum qualifying period to six quarters, over 300,000 additional elderly people became eligible. Under the La Follette amendments, in 1940 old age insurance payments amounting to $114 million will be paid to 640,000 people. In 1945 benefit payments will rise to about $800 million.

POLITICAL ACTIVITIES: A measure which is hailed as the most significant step since the Pendleton Act, the Hatch "clean politics" bill strikes at the heart of the greatest menace to democratic institutions—the unrepresentative character of party machinery (local, state and national) which is controlled by office holders. Abroad, this situation permits unrepresentative dictatorships to flourish. The National Socialist Party in Germany, the Fascist Party in Italy and the Communist Party in Russia would fall apart in a month if office holders were barred from active party management. President Roosevelt did not actively support the bill, but he has been quoted as expressing his approval and his belief that party strength lies in something more substantial than the activities of office holders. Senator Hatch did not have the interests of any particular candidate in mind in introducing his bill. He has urged the outlawing of pernicious political activities for a number of years. His bill was formulated in 1936 and first introduced in January 1937. Backed by the National Civil Service Reform League, this measure is a long step towards the extension of civil service to all non-policy determining federal positions. With postmasters and collectors of internal revenue and their deputies barred from political activity, the backbone of the opposition to the extension of the merit system has been broken. Local political bosses are worried, for if the idea spreads and cities start passing ordinances prohibiting political activity on the part of city hall employes, it will sound the death knell of many a tight and well-oiled political machine. When state and local governments follow suit, and precinct and ward committeemen are representative citizens rather than city hall and county court house payrollers, we will have gone a long way toward a truer democracy.

The President is now under terrific pressure from political chieftains to veto the Hatch bill. As this is written they are organizing arguments for a veto on grounds of unconstitutionality. He is faced with a significant decision.

TO OUR HALL OF FAME: For individually brilliant contributions to the development of social legislation in 1939 the following members of Congress deserve especial recognition: Senator Carl Hatch for his leadership in what is fundamentally the most constructive measure yet passed by the 76th Congress, the Hatch "clean politics" bill; Senator Robert M. La Follette for adroit handling of the merit system amendment to the social security act; Congressman Robert M. McCormack for his vigorous and effective leadership in behalf of aid to dependent children; Chairman Robert L. Doughton of the Ways and Means Committee, and Chairman Pat Harrison of the Senate Finance Committee, for maintaining their committee deliberations on a high level of non-partisan factual inquiry, a procedure which was sharply in contrast with the narrow, bitter, and partisan investigations made by certain other committees concerned with equally important and complex social problems. Senator Robert F. Wagner has, of course, a permanent place in any such Hall of Fame. Among those outside Congress who have made outstanding contributions to liberal social legislation are: Chairman Arthur J. Altmeyer of the Social Security Board by his calm, able and technically competent manner of developing and presenting the Board's program; Wilbur Cohen, his brilliant, unassuming assistant; and Douglas J. Brown of Princeton, Chairman of the Advisory Council on Social Security, largely responsible for that group's report.

AU REVOIR: With this issue "Here in Washington" bids its readers farewell until Congress reconvenes.

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The Common Welfare

Organized

FOR three days last month lay and medical men met together in New York at the first convention of group health agencies, called by the Bureau of Cooperative Medicine. The medical men, insurgents for the most part already knee-deep in such enterprises, were there to discuss ways and means of proffering medical service collectively. The laymen—union, farmer and consumer representatives—were there to discover just what arrangements prepaid medical care has to offer them and to describe their medical needs. Though delegates at the convention represented all types of medical service plans—proprietary, consumer cooperative, union—before the conference was adjourned a permanent association had been formed to establish standards to provide for the exchange of information, and otherwise to further the prepayment medical care movement.

In spite of differences as to whether the doctor or patient should be in control of medical service plans, there was general agreement on fundamentals, such as the equal importance of quality with spread of medical care—"no medical care is better than poor medical care"; the primary importance of preventive medicine—neglected in the cash indemnity plans sponsored by state medical societies; a belief in the ability of voluntary health plans to coexist with compulsory health insurance—accepted as inevitable. The policy of group practice, as against the panel system, was sturdily defended as "the only modern way of practicing medicine."

An announcement made at the dinner meeting typified the present rapid growth of group health plans. This told of the coming expansion of the Ross-Loos Medical Group from Los Angeles to San Francisco to meet the call from workers in that city.

C. C. Carstens

AT the meeting of the National Conference of Social Work in late June friends of Dr. C. C. Carstens heard with mixed feelings of his impending retirement as executive director of the Child Welfare League of America—regret at the loss of his active services, satisfaction that after long years of work he was to be relieved of the arduous obligations of an exacting job. A week later he died, suddenly, at New York Hospital, following a heart attack.

Many people in many walks of life feel a deep sense of personal loss in Dr. Carstens' death. Those who have lost most are the children of America whose devoted and unfaltering champion he was throughout his long, useful life. Like many of the older social workers Dr. Carstens began as a teacher. Drawn to social work he studied at about the turn of the century at the old School of Philanthropy (now the New York School of Social Work) and for several years engaged in family society work in Philadelphia and New York. In 1907 he went to the Massachusetts Society for the Prevention of Cruelty to Children where his efforts gave new stature to the program of the organization and by example to similar programs everywhere. In 1920 he was chosen to head the newly formed Child Welfare League of America, its purpose to improve organized social service for children, especially through its member organizations now numbering more than 300. From its beginning the League, with Dr. Carstens as its wise and expert pilot, has exercised incalculable influence on the whole field of child welfare services in this country.

In the announcement of Dr. Carstens' retirement was the welcome word that he would "carry on" with next year's White House Conference on Children in a Democracy, as he had carried on with the three preceding White House conferences. Nowhere, perhaps, will his ripe wisdom and experience be more missed than in this enterprise.

Educators' Ten Points

A TEN-POINT educational program, seeking to "give fresh impetus to democracy," was put before the recent meeting of the American Association of University Women in Denver by William G. Carr, secretary of the Educational Policies Commission. Outstanding points of the program emphasized "systematic education for home and family life," and the training of "efficient consumers." Pointing out that much economic education today deals with production, very little with consumption, Dr. Carr said: "Not all economic insecurity is due to unemployment and idleness. Foolish spending which yields no enduring satisfaction or advantage, general gullibility and thriftlessness, gambling against odds which can be stated only in astronomical terms—these undermine economic security at all income levels and among all sorts of people." Consumer education, Dr. Carr submitted, is needed by both men and women, and "like vocational training, it should be provided for all through the schools."

The first point in the program is to maintain "the integrity of American public education," particularly to safeguard it against pressure groups seeking to dictate the curriculum or the method of instruction. Other sections of the proposed program are: to assist young people in meeting vocational, health and other personal problems; to bar no one from educational opportunity; to incorporate the whole program of education, including libraries and recreation, in the public school system; to give teachers a share in the development of school policy; to face school problems created by the decline in birth rate and immigration; to recognize self-realization as the primary purpose of education in a democracy; and, finally, "to develop a greatly improved program of education for civic responsibility."

Two Scholars

THE 50,000 volumes of the Edwin R. A. Seligman collection make one of the great treasure troves of the Columbia University Library. They span the fields of economics and taxation, and include items from medieval manuscripts to early Marxian manifestos, from the financial writings of Alexander Hamilton to modern works in the terrain that Professor Seligman made his own. Post-graduate students for a third of a century had a more intimate contact with the collection and its genial and masterly collector in the shelf lined private library of his home. His courses in the history of economics tapped these sources; they gave breadth and reach to his editorship of the Ency-

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clopedia of the Social Sciences in fifteen volumes. But however much Dr. Seligman was thus surrounded by books and wrote them—a long shelf—he thrust out inveterately to life—in his expert services to Congress and to Presidents, to the League of Nations, foreign governments and the American states. And even more in his services to the New York community, from the days when as a young man, he broke with the tradition of a famous banking family and threw himself into scholarship, to his death in July at 79. He was a member of three notable civic committees that counted at critical junctures, was chairman of the Bureau of Municipal Research. Close in, he was a long time valued member and counsellor of Survey Associates.

Another member of Survey Associates to die this last month, who as scholar and citizen made a distinctive contribution to the life and spirit of our times, was J. E. Spingarn, former head of the department of comparative literature at Columbia University. Author of a "History of Literary Criticism in the Renaissance" and an imposing list of other titles. Mr. Spingarn was also a leader in the post-war attack on "academic dry rot." He was the center of the community life at Amenia, New York, and founded the movement for rural cooperative recreation. But in terms of human relations, his outstanding contribution lay in his vigorous sensitiveness to the great gap presented by American democracy in its treatment of the races, his awareness of the cultural contribution implicit in that race which had suffered slavery. It was in 1913 that he helped to organize the American Association for the Advancement of Colored People, and served as chairman of its board, as treasurer and as president from 1930 on. And for a quarter of a century the Spingarn Medal has been a creative force.

At Last

EXPERT psychiatrists at last are recognized in New York as being the persons most qualified to detect whether or not the mind of a defendant on a criminal charge has crossed the fine line dividing sanity from insanity. That an abundance of skill and knowledge is required to exercise judgment in such cases would seem obvious, but under the old New York system decisions on insanity and commitments have been made by lunacy commissions composed of three members, only one of whom had to be a psychiatrist. These silver platters for political plums have gained a scandalous reputation, especially in New York City, and progressive agencies have been working long and arduously for their abolition. (See Survey Midmonthly, March 1938, page 87 and March 1939, page 88.) This finally was achieved when Governor Lehman signed the Desmond bill, to become effective on September 1.

The law provides for an examination of the defendant by two psychiatrists on application by the court. Upstate the psychiatrists must be on the staff of a state hospital; in New York City they must be from the division of psychiatry of the Department of Hospitals.

Never Say Die

TUCKED away in the multitudinous and multifarious doings of the Buffalo meeting of the National Conference of Social Work in June were two relatively small meetings which brought back to the attention of social workers that "white hope" of a few years back, the self-help movement. Unloved and ill-nourished by the federal relief agencies, the movement in one form or another has refused to die and still lays claim to a place in the sun. That place will scarcely be won however, ran the testimony at the Buffalo meetings, by tying self-help to the apron strings of relief. Rather it should serve as an aid to the partially employed, permitting them to raise their standards of living by the organized use of their leisure time.

However, without cash sales, which are rarely a part of the various schemes, it probably will be impossible to make self-help organizations independent of outside subsidies either from public or private sources, and such subsidies carry their own threat to independence. Probably the safest way in which outside help can be given any organization, said the voices of experience, is in the form of skilled personnel and in loans secured by its capital goods.

Older Workers

DIFFICULTIES of older workers in securing jobs are frequently due to misconceptions on the part of employers, according to the final report of the New York Legislative Committee on Discrimination in the Employment of the Middle Aged. The committee's inquiry disclosed that, contrary to general opinion, there is no relationship between age and costs of compensation insurance, since the age of workers is not taken into account in setting compensation rates. On the contention that older workers are more prone to accident than are younger employers, the report cites the statistical breakdown of 80,000 compensation cases, furnished the committee by the State Labor Department. Confirming the findings of other studies, in this country and abroad, these figures show that younger workers present a greater accident hazard than do older workers. The high point in accident frequency occurred at age twenty-five. This fact is offset, but only in part, by the slower recuperation of employes who are middle aged and older, giving them a longer average duration of disablement per accident.

In general, the committee concludes that the problem of the older worker does not call for legislative handling, but can best be solved by further study, and by an educational campaign, correcting misconceptions and carrying information to employers and the public as to the assets of the older worker as an employe, particularly in positions requiring experience, judgment, and dependability rather than muscular strength and speed.

And So On

JUST as we go to press word comes of the dismissal of the anti-trust indictment against the American Medical Association and its codefendants in the action brought by the Department of Justice on behalf of the Group Health Association, Washington. (See *Survey Midmonthly*, January, 1939, page 19.) The department's attorneys plan to appeal the decision which was handed down in the District of Columbia Federal Court. . . . In the first half of this year four lynchings—three more than in the corresponding period last year—occurred in this country according to figures gathered by the Tuskegee Institute. Florida, Georgia and Mississippi share the guilt. . . . The Texas legislature after liberalizing eligibility requirements for old age assistance in a way to admit 50,000 additional persons to benefits, packed up and went home without voting any funds to fulfill the promise. "Thus," remarks Gen. Hugh S. Johnson, "the old folks have their rights but no money."

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The Social Front

Among the States

SCARED survivor of the recent legislative tornado in Michigan (see *Survey Midmonthly,* June 1939, page 183) was the Michigan Child Guidance Institute whose life was saved by a margin of four votes. More surprising was the apparently unscathed condition of the institute's budget. Though the present appropriation of $35,000 a year for the next two years is less than the previous annual appropriations of $40,000 since 1937, the total of $70,000 allowed for the coming biennium is $4000 more than the total actually made available from 1937-39.

Court vs. People—In Colorado where the people twice voted a $45 a month old age pension law the state supreme court has ruled that such pensions cannot be paid if funds are not available. The ruling was retroactive to January 1, 1937, the day the law became effective, as claims against the state have been outstanding since that time. Coupled with the present unavailability of funds it makes possible a return to the original $30 a month plan. A fight is now going on between the state and local officials—chiefly of Denver—over the question of whether liquor fees collected by the local governments should be paid into the old age pension fund.

In Illinois—Social workers in Illinois were bitterly disappointed in the last session of the state legislature as both houses steadily refused any long range plan for financing and administering relief. Proposals for a new Department of Public Welfare went down to defeat. Instead the Illinois Emergency Relief Commission was given two more years' lease on life. Aid to dependent children under the Social Security Act failed to pass. A state income tax was turned down in favor of continuing the 3 percent sales tax for another biennium. The upper limit of $72 million for relief for the next eighteen months was sternly defended.

The immediate result in Chicago of this legislative immobility was another cut in the budget. Present relief allowances are now computed on a basis of 65 percent of what is considered adequate for food, rent and fuel. Only hope of reprieve from the situation is the calling of a special session of the legislature by the governor—a hope that is conceded to be dim. Previous Chicago Relief Administration tactics have been to give "adequate" relief while the money lasted and to force the issue when funds were exhausted by closing the relief stations. The legislature has forestalled such tactics now by forbidding the expenditure of more than four million dollars a month for the entire state. Since Chicago used every cent of its local resources in the first few months of 1938, it must depend entirely on state funds for the rest of the year. The reduction of total relief funds will automatically reduce the case-work staff since administrative costs are limited to 10 percent of total costs. This in turn will automatically raise the case-loads from their present average of 138 per worker.

A farewell legislative act, which became law without the governor's signature, limits the granting of relief to persons who have been state residents for three years. Since this act is retroactive in its application, a family which has been on relief for four or five of its six years residence in the state automatically will be dropped from the rolls.

Elizabethan Shadow—The current gossip about the inherent laziness of all relief recipients is beginning to be reflected in state and municipal action in which the latest wrinkle seems to be the application of statewide or citywide work tests. Not so drastic as Pennsylvania's Pierson Act (see *Survey Midmonthly,* July 1939, page 220) which requires every employable relief recipient to accept any job offered him on pain of dismissal from the roles, is New York State's new plan to see that its "relievers" are at least trying to get work. The plan, adopted last month by agreement of the officials in the various agencies, involves the coordination of federal, state and local agencies. Under it all employable home relief recipients and all WPA workers must register with the State Employment Service. Relief recipients not on WPA must report for an employment interview each month or lose their relief. The division of placement and unemployment insurance notifies the relief agency when and if a placement is made. Up to the present the state employment service has devoted most of its time to applicants for unemployment insurance. The added cost to the state will be borne by the Social Security Board.

In Chicago the work test fad has cropped up in the form of a Chicago Relief Administration regulation requiring able-bodied persons on relief to work thirty hours a month for the city for $15 of their relief allowances. If they refuse or are absent from work "without excuse" they will receive neither relief nor pay checks. Families receiving a monthly grant of less than $14 are exempt from the requirement.

Aloha—The public welfare services even of the storied islands of the Pacific are not free these days, it seems, from shake-ups stemming from political maneuverings. Not yet two years old the Board of Public Welfare of the Territory of Hawaii was attacked in the recent session of the legislature, following the report of an investigation by a hold-over committee. It was charged that its director, Pearl Salsberry, had not conducted the affairs of the board with a "maximum of efficiency." The Senate's resolution to that effect aroused much political heat in the territory, the upshot being that on the last night of the session an old bill was revived and passed which abolished the Board of Public Welfare and created a Department of Social Security, its director to be named by the governor. This action eliminated Miss Salsberry since under the Organic Act the governor may appoint only persons with at least three years' residence in the territory. In any case Miss Salsberry, a seasoned social worker with long experience in the Minneapolis Family Welfare Association and the North Dakota Emergency Relief Administration, promptly resigned.

The bill setting up the new agency contains a clause requiring approval of certain sections by the Social Security Board. Some observers of the Hawaiian scene believe that this was just so much buck-passing; others believe that it represents a sincere attempt by a few legislators to get some sort of check on the functioning of the agency, which is so geared that it readily could serve, given political direction, as a high powered political machine. The hope that it will serve otherwise has not been strengthened by the appointment of John H. Wilson as director. Mr. Wilson, retiring at sixty-eight as postmaster of Honolulu—the office went under civil service on July 1 with participation in politics barred by regulation—is a member of the Democratic national committee. Commenting on his new job Mr. Wilson is quoted in the *Honolulu Star-Bulletin* as saying: "Where would I be if I stepped out of politics? It would be just like asking a preacher not to preach religion. My religion is politics. If I were out of politics I couldn't attend the 1940 Democratic convention. . . . No, I can't stay out of it. So when this post was offered me I accepted because I wanted

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to be of service not only in politics but in the new job."

Miss Salsberry has gone on a three-months cruise to New Zealand, Australia and the Philippines.

Public Reporting—"The Road Upward" and "Child Welfare in Rural New York," the first two of a series of publications promised by the New York State Department of Social Welfare, can be described most aptly in the department's own term, "public reporting." Written with an educational approach rather than as propaganda, they contain background information invaluable to every social worker in the state. The first booklet traces the history of the state's public welfare program from earliest Dutch colonial times up to the present—a history which reveals how almost every step in social progress has followed in the wake of a calamity. (Free on request from the department, 112 State Street, Albany, N. Y.) The second is a report of the first year's work of the state-federal program for child welfare services in rural areas operating under the Social Security Act. It gives a lucid explanation of the interrelated parts played by federal, state and local communities in setting up standards and providing for rural child welfare services. (Price 15 cents from the department.) Informative pamphlets on public assistance, aid to the aged, and work with the blind are also planned for the series.

A new organ in public welfare interpretation is the Kentucky Department of Welfare *Bulletin* published by the State Department of Welfare, Frankfort. The first issue outlines the history of public welfare in the state with a brief explanation of the functions of the present set-up. The *Bulletin* is free to representative agencies, workers and citizens but "due to budgetary limitations" its circulation must be restricted.

Against Crime

THIRTY states now have approved the interstate compact for the control of parolees who leave the state in which they were convicted and served sentence. Latest of the legislatures to approve are those of Colorado, Maine, Wyoming and Tennessee.

Parole—The end of this year should see the completion of one stage of the attempt by the New York State Division of Parole to evaluate the state system in affecting the adjustment of paroled convicts to the community after release from prison. The State Parole Board is working on the records of about 2000 convicts paroled in 1934 and after. For each year group, records are being kept on new convictions, ability to adjust to freedom, and other factors showing the development of the individuals.

The records show a steady decrease in the last four years in the rate of convictions of paroled prisoners for new felonies, only ninety-eight being returned to prison for this reason in 1937. Estimates put the figure of 1938 at eighty-five. The number on parole was between 7000 and 8000. While the annual rate of delinquency of paroled convicts runs much higher, that also has been decreasing. The delinquents include men who fail to report to the board and those who show that they are unable or unwilling to adjust sufficiently to show promise of being safe neighbors. About 750 were found delinquent last year against 1000 in 1937.

Parole was refused last year to 56 percent of the prisoners under the board's jurisdiction at the completion of their minimum sentences with time off for good behavior.

When Is a Child—That delinquent children of seventeen are no more "violent" than those of sixteen has been shown through a Massachusetts study stimulated in 1937 by the defeat of a bill to raise the age of juvenile court jurisdiction. The strong opposition to the bill asserted that crimes of seventeen-year-olds are more vicious than those of sixteen-year-olds. The study, based on statistics of the Central Criminal Index of the Massachusetts Board of Probation, shows that the percentage of violent crimes is precisely the same for the two age groups.

Alabama Prisons—A plea for the individual rehabilitation of the prisoner as the first emphasis in a prison system was made by the Prison Industries Reorganization Administration in its recent report on the prison problem in Alabama. The report, based on a survey made last fall at the request of the governor and governor-elect, presented a list of ten recommendations whereby the Alabama system, now "a compromise between economic and humanitarian considerations," can best be turned toward this emphasis. Most urgently advised were: the adoption of a scientific classification system under which prisoners would be assigned to the institutions best suited to their needs; the adoption of a merit system for the employment of prison personnel; the establishment of a system of probation. The latter, which would require a constitutional amendment, was defeated by popular vote in 1936. A recommended change in administrative control has already been effected by the recent legislative action which abolished the old Convict Department, formerly under the Alabama State Board of Control, and set up a separate Department of Corrections and Institutions. (See *Survey Midmonthly*, April 1939, page 115.)

The report's criticism was not all adverse. Particularly commended—"notwithstanding the fact that the motivating factor has been profit"—was the high level of prisoner employment maintained in Alabama.

Old Story—Believing that unemployment of discharged prisoners is at the root of much of the recidivism that is overcrowding the prisons of Virginia, representatives of the State Prison System, the State Department of Welfare and other agencies concerned, conferred recently in an attempt to evolve a means of finding jobs for the 150 or so persons who are discharged every month. As an experiment it is proposed that every prisoner prior to his discharge shall be interviewed and registered by a representative of the State Employment Service. The registration cards then would be forwarded to the employment office nearest to the prisoner's home with the urgent request that every effort be made to locate a job for him coincident with his release.

In Print—The paper, "One Thousand Murderers," given before the American Prison Congress by Emil Frankel, director of the division of statistics and research of the New Jersey State Department of Institutions and Agencies, Trenton, N. J., is available from the author in the form of a reprint from the *Journal of Criminal Law and Criminology*. Laws concerning the sale and possession of firearms, trends in homicides and court action are discussed; also the personal characteristics of one thousand murderers committed to the New Jersey State Prison at Trenton during the period 1908 to 1936.

Crime as measured by the number of persons committed to correctional institutions has been decreasing in Indiana since 1931 and in 1937 was at its lowest point in over a decade. A study, "Indiana and the Adult Offender," shows that during the past ten years a shift has been taking place in the age of offenders, the number under twenty-five having decreased and the number between thirty and forty-five having increased. For the complete study address John H. Klinger, director, division of corrections, Indiana State Department of Public Welfare, Indianapolis.

Reprints of "New Ways of Crime Control," by Eleanor T. Glueck, which appeared in a recent issue of the Harvard Educational Review, are now available from the author, Harvard Law School, Cambridge, Mass. A product of fourteen years of research, the article analyzes diverging criminological viewpoints in an attempt to make a synthesis and to refocus attention on the fundamental problems involved. The author points to the present haphazard method

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of disposing of delinquency cases as an indication of the need for an integration of criminal justice.

Jobs and Workers

AFTER forty, a worker will have more difficulty in finding employment than a man in his twenties; but if he is employed, his earnings are likely to be substantially higher than those of the younger worker, according to a survey of 1937 wage records made by the bureau of old age insurance of the Social Security Board. In that year, of 30,157,694 employes whose wages were tabulated by the bureau according to age groups, workers from forty-five to fifty received an average annual wage of $1204, the highest level of any wage groups. Earnings for those forty to sixty-five years of age averaged from $1199 to $1086 for the year. Those in the twenty to twenty-four age group had average annual earnings of $582; in the twenty-five to twenty-nine age group, $841.

Annual Wage—The second statewide pricing of goods and services required for adequate maintenance and protection of health of women workers in New York State indicates that $1059.68 a year is necessary for a woman living with her family, and $1160.75 for a woman living alone, Industrial Commissioner Frieda S. Miller announces. The budgets used include a wide variety of items, ranging from food, housing and clothing to personal care and recreation. Copies of the report in full may be obtained from the Division of Women in Industry and Minimum Wage, 80 Center Street, New York. [See "Working Girl's Budget," by Beulah Amidon, *Survey Midmonthly* for January 1938.]

Child Labor—The U. S. Supreme Court decision upholding the validity of the ratification of the child labor amendment by the states of Kansas and Kentucky in 1937 is stimulating renewed effort on behalf of the amendment, which has now been ratified by twenty-eight states. Resolutions for ratification are pending in Texas and Delaware, where the legislatures were recessed until August 1. Alabama, where the legislature is in session at this writing, is the only other state that can still act this year. In 1940, seven states which have not ratified hold regular legislative sessions: Louisiana, Massachusetts, Mississippi, New York, South Carolina, Rhode Island, and Virginia.

In the first order issued under the provisions of the Fair Labor Standards Act relating to hazardous occupations of minors, Katharine F. Lenroot, chief of the Children's Bureau, U. S. Department of Labor, has announced that all occupations in or about any plant manufacturing explosives or articles containing explosive components have been found and declared to be particularly hazardous for the employment of minors between the ages of sixteen and eighteen years. The order, issued after investigation and public hearing, has the effect of prohibiting the shipment or delivery for shipment in interstate commerce of explosives or articles containing explosives manufactured in any plant in or about which a minor under eighteen years of age is employed.

Layoff Methods—The attitudes of a large group of wage earners as to who should be laid off first in hard times, and who should make the decision, are shown in a study recently made by the industrial relations section of the Massachusetts Institute of Technology, Cambridge, Mass. The workers were in the main skilled or semi-skilled, and the study had the cooperation of both union and management. Almost none of the workers wanted seniority alone to determine layoffs, and there was only a slight tendency to weight seniority more heavily than need. Ability, the workers felt, should not be weighted as heavily as either seniority or need. A majority felt it was fair to retain a short-service worker of exceptional ability in preference to one with somewhat longer record but less ability. The employes generally favored a plan of reduced hours and sharing work. About a third of the workers felt that the company should select the men to be laid off; about a third favored the union; and a third, cooperation between management and union. Opinion on the employment of married women indicated that the great majority believed a married woman whose husband was regularly employed should be laid off prior to a single woman. As a general rule, workers gave preference to a fair employe with two dependents over an excellent employe without dependents, assuming both had equal seniority.

Why Women Work—Some indication of the extent to which college trained women are supporting dependents is given in reports by the International Federation of University Women based on uniform questionnaires distributed in twelve countries. The largest group of women reporting (60 percent) in all countries were teachers, the other major occupational groups being research workers, librarians, secretaries, social workers. Of the single women, well over 20 percent in the United States, and a third in other countries, were the sole support of others. Of these, 10 percent in other countries and 14 percent in the United States had three or more dependents. Over 40 percent of all single women contributed half or more of a family budget. Of the married women in the United States, 55 percent had dependents; and of the widowed or divorced, 60 percent. In other countries, over 25 percent of the married women had dependents other than their husbands or children; a number were the sole support of their husbands.

Industrial Arbitration—A report on the first year of the Voluntary Industrial Arbitration Tribunal (1938) shows 103 controversies handled. In dealing with these cases, the tribunal used eighty-eight arbitrators, all chosen by mutual agreement of the parties. Any question, difference or controversy arising out of a labor contract may be submitted for arbitration. A number of contracts now include arbitration clauses, and the American Arbitration Association, 8 West 40 Street, New York, which established the Tribunal, has drawn several suggested forms. In its first year, the tribunal dealt

Harris & Ewing

"Once again," says Owen R. Lovejoy, "I am free, white and umpty-one!" Mr. Lovejoy, whose vim and vigor belie the record of his years as a leader in social work, has resigned as associate director of the American Youth Commission of the American Council on Education, a post he held since the Council's beginning in 1935. While with the commission he directed its field studies of youth in Maryland and in Dallas, Tex., and Muncie, Ind., the reports of which constitute social documents of major importance. "Community surveys," says he, "are right down my alley."

Youth and its problems are nothing new to Mr. Lovejoy. He has been close to them for most of his professional life, first as director of the National Child Labor Committee, later as executive of the New York Children's Aid Society.

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with cases submitted by sixteen unions, both AF of L and CIO affiliates, and a dozen or more employers. Arbitrators serve without compensation, and it has been found that a nominal fee of $10 for each side covers the cost of a labor arbitration. The tribunal will continue its work, the report states, "with the cooperation of industry and labor . . . experimenting, conferring, inquiring, comparing, and otherwise making its own small contribution, in a vastly complex subject and a highly unsettled field. . . ." [See "The Promise of Industrial Arbitration," by Webb Waldron, *Survey Graphic* for May 1938.]

Record and Report—"The Search for Work in Philadelphia, 1932-1936," one of the studies of the WPA National Research Project, is an analysis of employment office records by Gladys L. Palmer dealing with the qualifications of applicants for jobs at the Philadelphia state employment office, the specifications for job openings, and the qualifications of the applicants who were placed. . . . The latest of the revealing studies of the National Child Labor Committee is "Pick for Your Supper: A Study of Child Labor Among Migrants on the Pacific Coast," by James E. Sidel. Price 35 cents from the committee, 419 Fourth Avenue, New York.

Youth

"ALL around" young people, rather than campus heroes or "grinds" are increasingly preferred by employers, according to a report on a survey of 186 American colleges and universities, made by Investors Syndicate of Minneapolis, Minn. The survey found the 1939 job outlook for college graduates brighter than in either 1938 or 1937, but it also found American employers "more exacting in their requirements, preferring employes capable of being developed into executives within the next decade over those who seem to have decided limitations." Character was ranked first, as "a prime qualification for a job." Next in order were scholarship and adaptability. The student who has earned part or all of his college expenses is preferred over the student who has had no such experience, "even though the scholarship has been handicapped somewhat by the process." "Mere book ability, factual knowledge, high grades, numerous degrees and studiousness are relatively unimportant unless accompanied by other desirable qualities," and "mere success in athletics without genuine ability is no longer valued."

Work and Guidance—Work experience, cooperative living and bread-and-butter education are offered unemployed youth at the Cassidy Lake Resident Work Project near Detroit, according to a recent statement by Orin W. Kaye, state NYA director for Michigan. The project has evolved from an old farmhouse and barn fifty miles from Detroit, in a National Park Service area, to its present set-up with facilities for 300. Unemployed youth, eighteen to twenty-one, work 70 hours a month at a wage of $.428 an hour in several of the work units which include garage, machine shop, woodworking, carpentry, gardening, agriculture, cafeteria, laundry, office, photography. Classes of related instruction are offered, and also elementary and highschool subjects. There is also a recreation program, and each resident gives 44 hours a month to cooperative care of the property. "All but a few of the 400 youths who have left the project are now gainfully employed in private industry."

The Urban League of Pittsburgh has recently undertaken the task of helping Negro youth prepare for their vocational future through an experimental project in youth guidance conducted by its education department. The program includes: individual counseling for out-of-school youth in the eighteen to twenty-five age group; a community information service through group meetings and conferences as to the needs and possibilities of these young people; youth meetings, institutes and conferences to impress on the young people the need for planning and training for their vocational future. . . . The second annual report of the vocational guidance project for Negro youths sponsored by the colored division of the Georgia NYA details the work done and shows some of the problems involved in introducing such a program to a group which hitherto has had no experience with vocational counseling, and which has the special problems of its minority racial status.

Citizenship Day—Seven hundred young citizens of one Wisconsin county who attain their majority this year were formally graduated into their new status as voters at Citizenship Day exercises held at Manitowoc, Wis., on May 21. During the winter these young people had attended special classes in government organized for them by the extension division of the University of Wisconsin. Citizenship Day was made a local festival with bands, a parade, and the president of the university as principal speaker at the induction ceremonies. An oath, administered by the chief justice of the state supreme court, bound the new citizens to support the federal and state constitutions and to "discharge the duties and obligations of a citizen of the state of Wisconsin to the best of my ability." "Certificates of electorship" were distributed to the new voters. The plan will be extended to other Wisconsin counties next year.

Vocational Guidance—Young men and women, 16 to 26 years of age, who are out of school and unable to find work, are offered a free occupational guidance service by the Public Library of St. Paul, Minn., Perrie Jones, librarian. An expert loaned by the public schools gives the applicants tests of interests, aptitudes and abilities. On the basis of the tests, the adviser suggests general lines of employment, and reading or training needed as preparation. Library facilities are made available, and the youth is also given information about community sources of training, the cost and duration of classes and courses. The service began in April, with eleven young people enrolled. In May, forty more young men and women registered, and by the middle of June, forty-one additional ones were enrolled.

"Migrant Families"

ANOTHER useful monograph in the series that has come from the WPA division of social research offers information to those trying to unravel one of the knottiest problems of the day—a problem here labeled "distressed migration." Based on a study of some 5000 of the 200,000 families assisted by the federal transient program during the two years of its operation "Migrant Families," by John N. Webb and Malcolm Brown reports that neither the families involved nor the situation is unusual. The families studied, except for their youth and comparatively small size, were much like any normal American family, though a greater number of them were headed by skilled workers than in the general population. Their mobility—moving on in search of greater opportunities—is an established American tradition. Only in times of depression, says the report, does this normal trend become "mobility in trouble" and rouse resentment. But the quick turnover in transient relief cases—20 percent to 40 percent closings per month as against 5.6 percent among resident relief cases—and the small number of families who applied to more than one transient bureau indicate that most migratory families were eventually successful in their efforts at relocation. The study also shows that with a few exceptions—notably California—immigration and emigration among the states tend to balance.

In spite of the current publicity concerning "crop followers" the report found that the greatest number of families who applied for transient relief were moving from city to city. Nearly all had a definite destination and most did not become dependent until after

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that destination had been reached.

In its conclusions the report recommends that mobile families who meet with distress should not be forced into a category through a special transient program. Rather it suggests that residence requirements—based on the artificial notion that every family "belongs" in a certain locality—should be modified in order to integrate transient relief with resident relief. It is, however, realistic enough to accept the fact that the states, faced with the practical problem of insufficient relief funds, will never initiate the integration; that the impetus must come from the federal government.

Concerning Children

POSSIBILITY of a complete record of all crippled children throughout the United States is in view now that Louisiana has joined the rest of the states, Alaska, Hawaii and the District of Columbia, in cooperating with the crippled children's program of the Social Security Act. Registering of all crippled children, regardless of economic status or medical care being received, is a basic requirement for state aid and provides for information as to sex, age, race and type of crippling condition. Just now the number of crippled children throughout the country can only be surmised. Estimates usually run somewhere between 300,000 and 368,000.

Census—Six boys to every four girls were found in a recent census of children receiving services from public and private children's agencies in Allegheny County (Pittsburgh), Pa. Though 2 percent of the county population under twenty-one were included in the count it cannot be taken as the sum of all the child welfare services in the county, as ADC and family agency cases were not included. It was found, however, that 1062 of the 11,000 children receiving care were being served by two children's agencies, twenty-four children by three. Fourteen percent were illegitimate. Katharine A. Biehl and Jane A. Ailey have reported on the study in the *Federator,* publication of the Federation of Social Agencies of Pittsburgh and Allegheny County.

Self-Government—"Two hours in jail, ten days off the playground." Though the jail is a woodshed and both judge and prisoner are children, the sentence when pronounced in West Dallas, Tex., is not part of a game but of a serious experiment in self-government. There the children of the Toy Loan Association Playground administer justice with machinery patterned after "grown-ups'" courts but with methods all their own. Judge, jury, attorneys and court officers, all chosen by the children, are responsible to them and act solely in the interests of enforcing their own playground rules. Adults are watching the experiment for assets in crime prevention and character training.

In Print—A brief article, "Some Scientific and Professional Views of Adoption," by Evelyn C. Brooks and Lee M. Brooks recently published in *Social Forces* offers a glimpse into the author's forthcoming book "Adventuring in Adoption" to be published this summer by the University of North Carolina Press. The article is concerned mainly with an analysis of the adoption literature published since 1924 and presents a bibliography of works concerned with research aims, legislative trends and professional responsibility. These are classified under research emphasis, professional emphasis, standard sources, bibliographies. A limited number of reprints are obtainable from the authors, University of North Carolina, Chapel Hill, N. C.

Out of Wedlock—As an argument for sound sex education in the public schools Ellsworth B. Buck, vice-president of the New York City Board of Education, cites figures showing that of 1347 babies born out of wedlock during one year in New York one in fourteen was born to girls of sixteen years or less. Two were to girls of thirteen, one to a girl of twelve and one to a girl of eleven.

Protection of innocent young men is the avowed purpose of a pamphlet "Blood Group Tests as Evidence of Non-Paternity in Illegitimacy Cases," prepared by Clyde C. Keller. Though thus far it is impossible to prove paternity by scientific tests, proof of non-paternity can be established through blood group tests. The author offers a technical explanation of the four types of blood and the possible and impossible results of their crossing in all conceivable ways. Published by Robert C. True of the Massachusetts Society for the Prevention of Cruelty to Children, the pamphlet is being circulated to promote legislation in Massachusetts to permit the tests as evidence in illegitimacy cases.

In Texas—"Child welfare, carefully studied, is public welfare," says Grace E. Benjamin in her preface to "Texas Children," the report of the Texas Child Welfare Survey recently published by the Bureau of Research in the Social Sciences of the University of Texas. Following this theory the 806-page report covers not only the topics of guardianship, delinquency, infant and maternal hygiene, education, child labor but also public health and mental hygiene services, housing, public assistance, the insurances. The running account is supplemented by twenty-four maps and 14 tables in which unadorned figures share the picture for the statistically minded. An example is the map showing eight counties where the infant death rate is 136 or more per thousand live births.

The survey, instigated by the Texas Relief Commission in 1934 and involving the participation of seven other agencies, was completed by the university after the TRC was forced to abandon the project in 1935. Procedures included a house-to-house canvass and a study of official county records.

Since Texas covers a vast territory the picture is kaleidoscopic. The one common denominator in the 234 counties reached by the survey is needs, but these vary in type and intensity according to the section of the state. The conclusions present concrete suggestions for improvement in a state where in many cases the "substance of the statutes is adequate" but the "social machinery provided by law" is lacking. Recommendations include guardianship courts to handle all children's cases; coordination of local public welfare, health and education units with respective statewide programs "which would in turn be responsive to a national service and to an international organization of research, statistics and public education"; an active statewide labor service interested especially in child labor problems and also coordinated with national and international programs.

Self-Help and Co-ops

IN "Self-Help Cooperatives in California" Clark Kerr and Arthur Harris bring up to date the story of that interesting movement, the circumstances of its growth and the way in which it survives. Prepared under the auspices of the bureau of public administration of the University of California, at the request of the state legislators, it draws heavily on material gathered over a period of six years by Mr. Kerr for his doctorial thesis, "Productive Enterprises of the Unemployed, 1931-1938."

Between 1932 and 1938 California had, in all, 262 self-help units with an active membership of some 100,000 heads of families. The great majority of the units were barter associations which reached their peak in June 1933. Twenty-nine of the barter groups still survive with a total membership of 1710 persons.

The production period of the cooperatives began in May 1934 with federal subsidies under FERA. During the following year about $500,000 was granted to some ninety units, most of them engaged in baking, canning, gardening and sewing. In 1937 a new policy imposed state control over the business operations.

At the end of 1938 there were forty-

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one self-help production cooperatives in California, all but two of them in the southern part of the state. Equipment is loaned to the units by the self-help division of the State Relief Administration which also makes operating advances. These are repaid in merchandise valued at wholesale prices. Accounting is supervised by the state.

The state warehouse purchases and transports raw materials for the cooperatives and receives back all production. It then reissues a part of this production to the units as earnings, holding the remainder for cash sales to relief agencies and as repayment of operating advances. Local units are responsible for production under quotas assigned by the warehouse, and based upon warehouse inventories of the products of each unit. Individual earnings have averaged between $20 and $30 a month during the past two years. Production projects generally continue to be baking, canning, sewing and gardening.

In evaluating the California self-helps Kerr and Harris estimate that in 1934-36 the production program saved about $815,000 in relief costs. The production co-ops, they say, have not been as efficient as private enterprise and have not met the expectation that a single injection of capital would permit them to operate on a self-sustaining basis. The program seems to have been fairly successful in maintaining the morale of the participants and in offering certain occupational training and practical experience in industrial problems and democratic management.

As Others Do It—Some 220,000 homes have been built by and for working class families since the passage of the Dutch Housing Act in 1901, 75 percent of them by cooperative housing societies. Cooperative and public housing societies have cut rent costs in the Netherlands 20 percent and have increased the beauty and utility of the average working class home. Their projects are neither subsidized nor tax-exempt. Project directors are chosen from the society members and work with the municipal housing authority. Single houses rent for about $6 per week.

Cooperatives in Sweden, not to be caught napping when the next depression comes along, have set up a depression investment fund upon which to draw for materials and wages on new projects in order to stimulate buying at a time when profit business usually begins to cut both investments and wages. This depression investment fund, starting with the equivalent of nearly half a million dollars, is expected to increase each year. It will be exempted from the Swedish reserves tax if it is used to offset trade decline within a limited time.

In the nine years between 1928 and 1937 membership in cooperatives in Norway increased by 61,000 persons, swelling the Scandinavian country's total to 160,000, according to Hans Amundsen, Norwegian newspaper reporter who recently visited in the United States. In the latter year, NKL, Norway's cooperative wholesale, handled goods valued at $13,500,000, nearly half of them produced in cooperative factories. The Norwegian co-ops, through their wholesale association, own three margarine factories, and three coffee roasteries, operate factories producing tobacco, soap, shoes, chocolate, chemical articles and have part ownership in an international cooperative electric lamp factory. The majority of all houses under construction in Oslo today are being built by cooperatives. Funds for housing are lent by the municipality to cooperatives on a long term, low interest basis. According to Mr. Amundsen co-ops in Norway pay higher wages, require shorter hours and maintain better working conditions than the rest of industry.

Getting Together—From Nova Scotia to Mexico and from the Atlantic to the Pacific more conferences concerned with co-ops and cooperators were scheduled for this summer than ever before. Some of them are already past history, among them the June Conference on Campus Co-ops held in Berkeley, Calif.; that of the National Society of Cooperative Accountants and one on Cooperative Education and Publicity, both in Milltown, Wis.; that of the cooperatives of California, their first state-wide meeting at Camp Sierra; the institute of the Eastern Cooperative League at the Massachusetts State College.

The seventeenth Annual Rural and Industrial Conference on cooperation and adult education will be held at Antigonish, Nova Scotia, August 21-24. Sponsored by St. Francis Xavier University this conference is expected to draw large numbers of persons from widely scattered parts of the Maritime Provinces and of the United States. The Circle Pines Center, operated by co-ops of the central states, promises institutes and conferences in the lake district of lower Michigan, running until September. Farmers Union cooperatives in Montana, North and South Dakota and Nebraska, Farm Bureau Co-ops in Pennsylvania and Indiana, the Northern States Cooperative League and the Ohio Farm Bureau cooperatives are a few of the many other groups with summer conferences or camps.

At the Fair—Visitors to the New York World's Fair interested in the cooperative movement will find exhibits in the Netherlands building attractive. Here are photographs of the factory, bakery and hospital room of the Volharding Cooperative Society, three dimensional models of the Dutch housing projects and dairy products of the great cooperative marketing society, Frico, which owns forty-one factories and has 8200 farmers as members. The latter elect a commission to determine the prices they will receive for their products, marketed by Frico all over the world.

The Public's Health

DENTAL care, once a luxury, is now recognized as a prerequisite to good health, but only a third of the adult population of the United States and less than a fourth of the children today receive adequate care. In spite of this evidence of widespread dental need there are 80,000 dentists barely able to make a living. The figures are those given in a dissertation presented at New York University by Dr. Alfred J. Asgis, member of the faculty of the College of Dentistry. Three years of research conducted among 1250 dentists led Dr. Asgis to the conclusion that the profession of dentistry has failed to adapt to modern social conditions. In his thesis he has projected a plan to bring dentist and patient together, involving a system of compulsory health insurance whereby the employer and employe would contribute the premiums and the dentist and physician would be paid on a per capita basis for the number of persons treated.

That dental need has a relation to economic status was shown in a study of the frequency of dental care among 9000 families which appeared in a recent issue of *Public Health Reports,* bulletin of the U. S. Public Health Service. The study found that persons in families having an income of less than $1200 received about one fifth as many dental services as persons in families with $5000. Services in urban communities were more frequent than in rural communities, but area differences were not nearly so great as economic differences. An occupational classification showed that professional persons received nearly four times as many services as the unskilled. Though frequency of services of any type might be expected to vary according to economic status, the variation tends to be greater where dental care is concerned. This is indicated by the figures showing the frequency of surgical operations in the $5000 families to be only twice as great as in the $1200 families.

That steps are being taken in some directions to meet dental needs is indicated by the figures which recently appeared in *The Health Officer* showing the increases in dental personnel in state health boards or departments in the five years between 1933-38. Whereas in 1933 there were twelve states with a total dental personnel of seventy-seven per-

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sons in health boards or departments, in 1938 there were 213 dental persons—dentists, dental hygienists, teachers and nurses—on thirty-five state staffs, 763 on 154 municipal staffs.

Outlawed—Ragweed, terror of hay-fever sufferers, is taboo in Wisconsin, where legislative action has placed it on a list of "noxious" plants. Property owners are required by law to destroy the weed when it occurs on their land.

New York State is also lending a hand to those who sneeze in August through an amendment of its highway law requiring noxious weeds, briers and brush to be cleared from the boundaries of all roads between July 15-August 15.

Dead or Alive—The U.S. Public Health Service is hard on the trail of insect stowaways, as possible carriers of disease, on international airplanes. The service is especially watchful of the planes coming from South America and landing at Miami, Fla., because of the danger of yellow fever mosquitoes. Of a total of 398 aircraft inspected at Miami last year for mosquito infestation, 187 were found to harbor insects of one kind and another, most of them, happily, dead. Only forty-five mosquitoes were found, five of them alive, not one of the dreaded fever-carrying type. House flies were the most numerous of the stowaways.

Legal Barrier—The Associated Hospital Service in New York has lost out in its attempt to have medical services included in its prepayment plan. (See *Survey Midmonthly,* April 1939, page 117.) According to the Piper-Hampton bill which recodified the State Insurance Law and which was recently signed by Governor Lehman, no corporation may provide for both medical expense indemnity and hospital service insurance. The bill makes provision for non-profit hospital service corporations and medical indemnity corporations but requires a combination policy for the subscriber who wishes both types of coverage. Since no provision was made for the medical service cooperative, uncertainty exists as to the legal standing of this type of corporation. A test case is expected to clarify the situation in the near future.

Deafness—Impaired hearing is one of the most prevalent of handicaps in this country according to the findings of the National Health Survey. Only half the population lays claim to normal hearing and of these just slightly over half can pass audiometer tests perfectly. Most common defect is the loss of hearing resulting from infections—scarlet fever, meningitis, diphtheria, influenza causing degeneration of the acoustic nerve, or common colds causing a local infection in the middle ear. Most impaired hearing of persons over twenty-five involves some nerve degeneration, but among children it is more often attributable to congestion or lesions of tissue in the middle ear. An examination of 912 school children in eighteen rural counties in northern California, undertaken by the State Department of Health, revealed that more than half the children had hearing losses in one or both ears. The majority were in need of tonsillectomies.

A recent report of studies made at Johns Hopkins University indicate that most hearing impairment begins in childhood. Often it is unnoticed for many years because the range of the human ear embraces sounds above and below ordinary conversational tones. The report of the fourteen-year study covering 15,000 cases suggested that the number of deaf adults in the next generation could be reduced 50 percent if all children were examined at least once a year and were given the indicated treatment.

Prevention—Ten states now have laws requiring blood tests to be taken in all pregnancies. Illinois, the latest state to make this move toward the prevention of the transmission of syphilis, specifies that though birth certificates must contain the statement that the test was made, they shall not indicate the results. The tests must be made in laboratories approved by the state department of health. Other states requiring pre-natal blood tests are California, Iowa, Maine, North Carolina, Oklahoma, Pennsylvania, New York, New Jersey, Rhode Island.

Consumer Education

THAT it costs in this country "considerably more on the average to distribute goods than it does to make them," is one of the central findings of a survey of the costs of distribution made by a special committee and research staff of the Twentieth Century Fund, 330 West 42 Street, New York. The report, "Does Distribution Cost Too Much?" (price $3.50 from the fund) cites figures indicating that "about 59 cents out of the consumer's dollar goes for the services involved in distribution, and only 41 cents for the services in production."

The changing role of distribution in our economic system is shown by figures on employment. In 1870, among all gainfully employed workers, approximately 75 percent were employed in agriculture, manufacturing and other production activities; the remainder in distribution and service activities. By 1930 the two groups were about equally divided. During this same period the total volume of goods produced and consumed in the United States increased more than nine times while the population of the country increased three times.

In arriving at an estimate of the total cost of commodity distribution, the committee takes as a basis the year 1929, when a larger volume of goods was produced, distributed and consumed in the United States than in any other year before or since. The total amount paid by household consumers and other "terminal buyers" for finished goods in that year was nearly $66 billion. Of the total, "available evidence seems to indicate that slightly more than $27 billion . . . was the cost of producing goods and somewhat less than $39 billion was the cost of distributing them." Of this latter sum nearly $13 billion was paid for retail distribution; about $7 billion was the cost of wholesale trade. Somewhat less than $9 billion represented transportation costs, another $1 billion was accounted for by advertising, installment selling and other charges, and a little more than $9 billion was the cost of distribution incurred by manufacturers.

Included with the research report is a chart, the first of its kind ever compiled, which presents in diagrammatic form a picture of the total flow of goods in the United States—again based on the figures for 1929. The chart measures specifically the flow of movable, tangible commodities from the point of origin to the point of final sale as commodities.

The chart shows clearly that distribution is by no means always a simple, straight-line process of carrying goods along from original producer to manufacturer, to wholesaler, to retailer, to consumer.

Consumers Speak—A government official, a tooth paste manufacturer, a housewife and a representative of the League of Women Voters testified recently at the consumers' hearing of the congressional committee investigating monopolies. Donald Montgomery, consumers' counsel of the AAA, warned Congress against treating the consumer movement lightly, pointing to the number of people interested and the seriousness of the problem. Jerome Ephraim of New York, tooth paste producer, attacked advertising as a monopoly and suggested that it be put on a merit basis. Alice Belester, housewife of Chicago, discussing values, complained that advertising told her prices and "what was smart" but nothing about quality. The League of Women Voters' representative, Dr. Ruth Ayres, economist, displayed twenty-one different containers of tomato juice with eleven brands at fifteen prices. She asserted that there was no way of determining the quality except by trying all brands and containers. Some of the recommendations made at the hearing were the adoption of government standards, an investigation to de-

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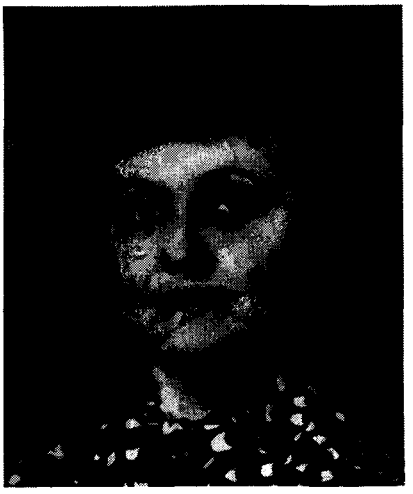
termine "racketeer" consumer agencies and organizations, a study of the effect of the fair trade laws on retail prices, a central consumer agency in the federal government.

Recognition—The growing demand for consumer education was reflected in the proceedings of the Retailers' National Forum recently held in Washington, D. C. There discussion turned frequently to the subject of labeling and advertising with the view to offering consumer information. Said Edgar J. Kaufman, Pittsburgh merchant, in an address read by his brother: "Retailers must now deal with consumer organizations as well as with manufacturing and labor groups." Dr. John M. Cassels, director of the Stephens College Institute for Consumer Education (see "Women Are Consumers," by Beulah Amidon, *Survey Graphic,* April 1939, page 273) told the retailers they were in the position of greatest strategic advantage for dealing with consumer demands, as they handle more than 60 percent of the $55 billion in goods and services consumed in this country yearly. A study called "Labeling the Consumer Movement," prepared for the American Retail Federation by Werner Gabler, is soon to be released.



ARLIEN JOHNSON

ERNEST F. WITTE

With great pleasure this department breaks a journalistic rule that pictures go with the news. Pictures of Miss Johnson and Mr. Witte came too late to go with the word of their new appointments, published in the July *Survey Midmonthly,* so this department publishes their pictures anyway, just because it wants to. It reminds its readers that in September Miss Johnson becomes dean of the Graduate School of Social Work at the University of Southern California, and that Mr. Witte succeeds her as director of the Graduate School of Social Work at the University of Washington, Seattle. Miss Johnson has been affiliated with the Universiy of Washingon since 1923; director of the school since 1934. Mr. Witte organized the Nebraska school in 1937. Both gained their Ph. D.s from the University of Chicago.

Professional

PROMPTED by the increasing demand for specialists in public welfare administration, the University of Illinois plans to offer professional courses in that field beginning next session. Emergency relief, aid to dependent children, aid to the blind, rehabilitation of the handicapped, unemployment compensation, public employment service, all will receive consideration in their relation to the principles and methods of sound social service administration. The curriculum, designed to meet the standards of the American Association of Schools of Social Work, will include a pre-professional course, a regrouping of existing undergraduate courses, leading to an A.B. degree and a post-graduate course, including both old and new courses, leading to the degrees of bachelor of social administration and master of social administration. The courses leading to the master's will not be given until 1940-41.

Growing—Nearing the close of its first year of university affiliation, the Atlanta University School of Social Work has issued a bulletin entitled "Some Facts About the Atlanta University School of Social Work." Unique among the members of the American Association of Schools of Social Work as being its only member devoted exclusively to Negroes, the school, according to the bulletin, is one of the ten largest in the association's membership. During 1938-39 there were 90 students—nearly twice as many as in previous years. In the first ten months following June 1938 eighteen members of the 1938 class were placed in positions in thirteen states and the District of Columbia. The school also has placed thirteen former graduates during the same period.

Starting Them Off—Rudimentary but worthwhile is "A Guide Book for Beginners in Relief Work," by Ella Lee Cowgill, prepared for the Michigan Emergency Welfare Relief Commission. Stimulated by the expressed need of county supervisors for written material with which to start off new workers, the booklet is a recognition of the fact that most new relief investigators have only vaguely, if ever, heard of social work or its philosophy, and that pressure of work limits the time for instructions before they must be sent out on actual cases. Not concerned with forms and procedures it deals with the "whys and wherefores" of relief cases, the most acceptable approaches with which to meet the families in reception or at home, the reasons for, and methods of, recording. Social work terminology is avoided so far as possible; where used it is clearly defined. Though so elementary as to be of probable use only for the first few weeks of a worker's investigating life, it should be a welcome aid to every supervisor. Only the few pages outlining the Michigan set-up are not generally applicable.

Farewell—With real regret this department notes the suspension of *Social Work Technique,* a bimonthly technical journal for social workers, published for several years past under the editorship of Professors Erle Fiske Young and Pauline V. Young with a cooperating editorial committee from the Graduate School of Social Work of the University of Southern California. The editors and publishers henceforth will devote their available time and resources to a series of publications dealing with specific technical aspects of social work.

Who Interprets—All types of social agencies—both public and private—engage actively in interpretation, according to the preliminary report on the census of positions in interpretation and public relations undertaken by the Department of Social Work Interpretation of the Russell Sage Foundation. (See *Survey Midmonthly,* February 1939, page 55.) The report, which appeared in a recent issue of *Channels,* organ of the Social Work Publicity Council, is based on some 2800 questionnaires returned from agencies throughout the United States, Hawaii, the Canal Zone. These showed that over 1800 agencies provide interpretation service. The service is of two types: that prepared by publicity "spe-

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cialists" and that prepared by persons with no special training in interpretation. Of those agencies employing specialists over 400 use more than 800 full time workers; over 200 use part time workers; over 350 use free-lance workers; over 150, commercial firms. The non-specialist service is supplied by general staff members and volunteers. Over 900 agencies have staff members who give at least one third of their time to interpretation. Over 800 agencies use volunteer service for publicity work. Reprints from the foundation, 130 East 22 Street, New York, price 25 cents.

People and Things

SEXLESS though social workers are assumed to be (see The Clean-Up, by Barbara Abel, *Survey Midmonthly*, September 1938) insidious indications of femininity are sprouting up through the ranks. Entered in a recent "charm" contest run by a popular woman's magazine was a letter from a field worker for a public social agency. The letter told of a new self-consciousness dawning in a group of workers who have become aware of the office clerks' use of the term "social worker" for anyone whose slip shows. Through an unaccountable weakness—not indicated on their aptitude tests—the members of this group, according to the field worker, have been fired with the ambition to become as well dressed as the agency's stenographers. . . . P. S. The field worker's letter did not win the contest.

Over There—The U. S. Children's Bureau was represented in Geneva by Elsa Casterdyck, director of its delinquency division, at the third annual meeting of the advisory committee on social questions. She also attended meetings of a committee which is endeavoring to work out closer collaboration between the League's committee on social questions and its Health Organization. . . . Clara M. Beyer, assistant director of the bureau of labor standards, U. S. Department of Labor, was the U. S. delegate to the Technical Conference on Labor Inspection held in Geneva prior to the International Labor Conference in June.

At the Red Cross—Newly associated with the American Red Cross is G. Stewart Brown, brought from the United Press bureau in Rome to be associate national director of public relations. Douglas Griesemer, director, is on extended sick leave. . . . Lucy E. Massey, just appointed director of nursing of the ARC's eastern area, has been most recently associate professor of public health nursing at the School of Applied Social Sciences, Western Reserve University, Cleveland. Her past includes varied experience as teacher and nurse, notably in rural communities. . . . The Canadian Red Cross has appointed Fred W. Routley of Toronto as its national commissioner. Mr. Routley has for a year been "acting" commissioner.

Down South—Summer heat has not prevented social workers from moving about in the South, number 1 scene of busy comings and goings. Newcomer below the Mason-Dixon is Phillip Schiff, for twenty-seven years associated with Madison House in New York City, who has left his old stamping ground to become director of the YMHA-YWHA unit in New Orleans. . . . New Orleans has also attracted Ada M. Barker, WPA assistant regional supervisor of employment. Miss Barker, until recently in Atlanta, is working in the New Orleans region out of Jackson, Miss. . . . If Atlanta has lost one social worker it gains another in E. G. Lippincott who is the new sectional secretary of the Atlanta Social Planning Council. Mr. Lippincott was formerly executive secretary of the Savannah Family Welfare Society. . . . Back to Virginia to the State Department of Public Welfare goes May O. Hankins to act as director of child welfare services. Miss Hankins, who was formerly with the Virginia department and more recently the District of Columbia Welfare Department, is now a member of the staff of the U. S. Children's Bureau. . . . Austin, Tex., is losing a YMCA secretary to the north in M. D. Woodbury who will take up duties as general secretary of the University YMCA in Seattle on September 1. Mr. Woodbury has been associate secretary of the student YMCA in Austin.

Congratulations—A notable birthday party was tendered in late spring to Msgr. John A. Ryan of the Catholic University, Washington. Here were gathered, to honor the director of the social action department of the Catholic Welfare Council on his seventieth birthday, justices of the Supreme Court, members of the cabinet, congressional leaders, heads of government bureaus and of the important labor organizations, educators and many more of Dr. Ryan's co-workers in his life-long "militant crusade for peace, for justice and for charity among men." Particularly moving were the tributes of Justice Felix Frankfurter and Secretary of Labor Frances Perkins.

Outstanding work in tuberculosis won the Trudeau Medal for Dr. Charles F. Hatfield of Philadelphia, awarded at the last convention of the National Tuberculosis Association in Boston. . . . Among the twelve women recently honored by the Women's Service League of Brooklyn for their contributions to Negro Life in America were Gwendolyn Bennett, director of the Harlem Community Art Center in New York; Augusta Savage, distinguished sculptor and former head of the center; Dorothy Height, assistant director of the Harlem YWCA.

To the list of those recently receiving academic honors is added the name of the Rev. William C. Keane, director of Catholic Charities of the Diocese of Albany, N. Y. In celebration of his quarter century of priesthood and in recognition of his notable achievements, his *alma mater,* Niagara University, made him an honorary LL.D. . . . Another addition to the honors list is Charles E. Hendry of Boys Clubs of America, Inc., on whom Springfield College, Springfield, Mass., conferred the degree of Master of Humanics.

Professor—Washington University, St. Louis, has announced the appointment of Benjamin E. Youngdahl as associate professor of social work and assistant to the dean of University College. Mr. Youngdahl, for the past two years director of public assistance for the recently abolished Minnesota State Board of Control, has been actively engaged in public welfare administration since 1933 when he left the chair of economics and sociology at Gustavus Adolphus College in Minnesota to become director of relief for the Minnesota State Emergency Relief Administration. This summer a lectureship at the University of Minnesota summer school marked his return to the academic life.

Thoroughbred Country—A handful of recent appointments demonstrates the Kentucky State Department of Public Welfare's adherence to the policy of selecting "qualified" personnel. Three concern the Houses of Reform at Greendale, for which Hal T. Kearns of Auburn N. Y., former superintendent of the Cheltenham School for Boys, Cheltenham, Md., has been chosen as temporary technical adviser; John DeMoisey of Lexington, Ky., who has several degrees in physical education, has been appointed supervisor of recreation; Zillah Redd Hopkins, former general secretary of the YWCA at High Point, N. C., has been named supervisor of social service. Two others concern state hospitals, where the choice of liaison officers must comply with the Chandler-Wallis Act of 1938 requiring that such workers be graduates of schools accredited by the American Association of Schools of Social Work. Eleanor Burks, for the past four years supervisor in the Department of Welfare at Louisville, has been named liaison officer at Central State Hospital, Lakeland. Mittie M. Gruber, formerly on the staff of the Children's Aid Society in Pittsburgh, has been appointed liaison officer at the Western State Hospital, Hopkinsville.

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THE PAMPHLET SHELF

Social Service

STREAMLINING A COUNTY WELFARE SERVICE, by Edwin W. Wallace. 8 pp. Price 25 cents from Long Island Forum, Bay Shore, N. Y.

The Commissioner of Public Welfare, Nassau County, N. Y., explains the set-up of his department as it administers public assistance and social service under the new county charter.

YEAR BOOK OF JEWISH SOCIAL WORK. Section II. 13 pp. Price 75 cents from Council of Jewish Federations and Welfare Funds, 165 West 46 Street, New York.

Summarizes the operating financial experience of 128 federations and welfare funds during the year 1937. Indicates sources of income, and the types of local, regional, national and overseas programs which they support, with tables of operating receipts and disbursements.

SOCIAL WORK: THE GREEN TREE, by Mary Stanton. 14 pp. Price 15 cents from the Council of Social Agencies, 1151 South Broadway, Los Angeles, Calif.

Reprint of a paper by the executive secretary of the council given before the committee on volunteers in social service. A discussion of the place of the public and private welfare services today, their probable future, the possibility of planning for this future, and how it might be done. A plea for social work to "split rock, plunge downward, take heroic soil."

Nutrition

FOOD AND WELFARE, by F. L. McDougall. Volume IX. No. 5. 56 pp. League of Nations Studies of Nutrition and National Economic Policy. Published by the Geneva Research Centre, 14 Avenue de France, Geneva. Price 40 cents.

The league makes an eleventh hour discovery: that in diminishing malnutrition through improved standards of living the nations can find economic and political stability and peace.

ADEQUATE FAMILY FOOD ALLOWANCES AND HOW TO CALCULATE THEM, Family Welfare Association of America, 130 East 22 Street, New York. 35 pp. Price 40 cents.

Important facts about food values, nutritive requirements used in calculating adequate diets, weekly food lists for various age groups in Massachusetts, New York, Washington, Illinois, Texas, Montana, California.

Health

UNEMPLOYMENT AND HEALTH INSURANCE IN GREAT BRITAIN 1911-1937, by Marianne Sakmann. Social Security Board, Bureau of Research and Statistics. Report No. 3. 44 pp. Price 10 cents from the superintendent of documents, Washington.

The first of a series of reports on the legislative and administrative provisions of foreign social insurance systems prepared in the bureau's division of health studies. A comparison of the two insurances shows that Great Britain has provided more generously for the unemployed than for the sick or disabled.

HERE'S TO YOUR HEALTH. 19 pp. Published by the Group Health Association, Washington, D. C. From the association, 1427 Eve Street, Washington.

The arguments for combining modern group medical practice with the cooperative movement, simply stated with no apparent resentment toward the opponents.

ON THE WITNESS STAND: THE FACTS ABOUT HEALTH INSURANCE, by J. Weston Walch, 64 pp. Published by the Medical Society of the State of New York, 2 East 103 Street, New York. Price 10 cents.

Organized medicine's view of "socialized medicine" presented in dogmatic terms by the question and answer method.

WPA

AGE OF WPA WORKERS: NOVEMBER 1937, by R. Nassimbene. 20 pp.

WORKERS SEPARATED FROM WPA EMPLOYMENT IN NINE AREAS, 1937, by Verl E. Roberts. 22 pp. Both from the Works Progress Administration, Division of Research, Washington.

Reports of two surveys, the first showing the average age of the WPA worker to be approximately forty-two years; the second showing that those workers who lost their jobs because of the curtailment of project afterwards "fared worse in every way" than those who left WPA for other reasons.

U.S. COMMUNITY IMPROVEMENT APPRAISAL. 62 pp. From National Appraisal Committee, James R. Branson, secretary, 1729 New York Avenue, N.W., Washington, D. C.

A report on the work progress of the WPA, it embodies the findings of a committee appointed by representatives of the U.S. Conference of Mayors, the American Public Welfare Association, the National Education Association and eight other national organizations. It is based on about 8000 reports written in the main by local public officials. Types and methods of operation were appraised for their effect on the unemployed and on the communities as a whole.

Present Problems

ANTI-SEMITISM: IS THERE AN ANSWER? by Algernon D. Black. Society for Ethical Culture, 2 West 64 Street, New York. 15 pp. Price 10 cents, less in quantity.

Discusses the reasons for anti-Semitism, the racial myth, the place of the Jews today, the implications of the problem and what to do about it.

RACE: WHAT THE SCIENTISTS SAY, by Caroline Singer. Illustrations by Cyrus LeRoy Baldridge. From National Conference of Jews and Christians, 300 Fourth Avenue, New York. 15 pp. Price 5 cents, less in quantity.

A handbook of terms approved by outstanding scientists, which supports the thesis that there is no Aryan, no Semitic, no Hebrew, no Jewish, no "pure" race.

AMERICA AND THE REFUGEES, by Louis Adamic, Public Affairs Pamphlets, No. 29. Public Affairs Committee, Inc., 30 Rockefeller Plaza, New York. 32 pp. Price 10 cents.

Concise, objective analysis of the problems involved. Gives legislative restrictions affecting admission of refugees and suggested changes. Tells of organizations set up for handling refugees, particularly for finding jobs for them. Bibliography.

FROM VERSAILLES TO MUNICH, 1918-1938, by Bernadotte E. Schmitt. 57 pp. Public Policy Pamphlet No. 28. Harry Gideonse, editor. The University of Chicago Press, Chicago. Price 25 cents.

In a short review of events since the World War, the author finds many warnings of the democracies' present plight; lays the blame particularly at the feet of Britain's procrastinating foreign policy.

Concerning Co-ops

INDEX OF THE LAWS PERTAINING TO COOPERATION, compiled under the supervision of J. Deutschman. From the Works Progress Administration, 1780 Broadway, New York. 42 pp mimeographed.

This, the first publication of the WPA Cooperative Project, covers laws regulating consumers associations, credit unions, farmers purchasing and marketing associations, cooperative insurance, cooperative medicine, and all other cooperative organizations in the forty-eight states, Alaska and the District of Columbia.

COOPERATIVES IN THE UNITED STATES.—A BALANCE SHEET, by Maxwell S. Stewart. Public Affairs Pamphlets No. 32. Public Affairs Committee, 30 Rockefeller Plaza, New York. 32 pp. Price 10 cents.

Based on the "Report of the Inquiry on Cooperative Enterprise in Europe" and on recent reports from various government agencies. Discusses cooperatives at home and abroad, their underlying philosophy, growth in the United States, handicaps faced by American cooperatives, types of cooperation, and related movements.

Miscellaneous

THE OTHER SEX, by Dora Hudson Klemer, M.D. 42 pp. Price 35 cents from Association Press, 347 Madison Avenue, New York.

Addressed to both boys and girls this is a frank statement of the essential facts that young people want and need to know about sex. It was written by a physician, social worker and mother, answering questions most frequently asked her by young people in audiences in the United States and Canada.

PACIFIST HANDBOOK. Copyrighted by Fellowship of Reconciliation, issued in cooperation with six other organizations. 48 pp. Price 10 cents, less in quantity from the Fellowship of Reconciliation, 2929 Broadway, New York.

A practical guide for the conscientious objector in time of war, issued because "our nations and other nations are swiftly preparing for a second world war." Through the question and answer method the pamphlet arms the pacifist with calm reasoning against the day when heated argument will assail him from all sides.

NEW YORK ADVANCING, WORLD'S FAIR EDITION. 270 pp. Price 50 cents from Rebecca B. Rankin, editor, Municipal Reference Library, Municipal Building, New York.

A record of five and a quarter years of the La Guardia administration and a description of the municipal government as it is today. In a foreword the mayor states his principles and policies and also outlines future objectives. The book is enlivened by over one hundred illustrations, a number of them in colors. There are also tables of breath-taking statistics, and a comprehensive index. Starting with the city's plan, we are conducted through chapters on safety, living conditions, recreation, education, enactment and enforcement of law, personnel in government and business management, to a final chapter on the city of tomorrow and the New York World's Fair.

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Readers Write

"Just Another Crisis"

To the Editor: I have just come from a mass meeting called by the Workers Alliance to emphasize another relief crisis—310 families, 590 persons, without the wherewithal to eat. County officials say they have exceeded their budget by nearly $80,000 and the law provides that the state, which already has given the county $133,000 during the last fiscal year, must provide the funds. The state administration maintains it has no funds. The governor recommended, and the legislators acceded to a large slash in appropriations.

Oh, I know, such a situation isn't news anymore. As a newspaperman, I know that more interest would be shown in the plight of seven stranded persons on an island than in these people, stranded and helpless in a democracy. A couple of years ago these same people were militant, demanding, insistent. Tonight, they were calm, hopeful, half afraid, thinking. There were old people who have had their pensions cut; not so old ones who are just beyond the job age; young ones who never have had a chance to work except on NYA and WPA (yes, a few had their babies with them). There were also union men who work but are dithered about the possibility of technological displacement; a priest, eager to help but rather in doubt as to how; a county welfare board chairman venting his resentment at governor and legislators. However, it's just another crisis, say the 90 percent who let the other 10 percent do 90 percent of the thinking (quoting, I believe, Gilbert Seldes).

Why cannot social workers be more articulate? Why can't they join unions and work, not apart but side by side, with other unions. They could help to cull out those who use unions for individual selfish purposes, without regard to the good of the whole. They could speak their minds, not just think.

Great Falls, Mont. Fred J. Martin

Nebraska's Children

To the Editor: An item in the May issue of *Survey Midmonthly* (see Concerning Children, page 143) states that in Nebraska there is no federal program for aid to dependent children, but a system of mothers' pensions locally supported by most of the counties. As a matter of fact, Nebraska has both ADC and mothers' pension programs, a situation which undoubtedly is confusing to persons outside the state. Prior to the Social Security Act we had, and still have, a mothers' pension system, financed by a tax levy within each county and administered by the county judge. Nebraska accepted the federally aided ADC program which is administered by the State Board of Control through its Department of Public Assistance and, in the counties, through the County Assistance Committee made up of the county Board of Supervisors.

Thus we have two programs, similar in aim, functioning in the counties at the same time. This, of course, brings about administrative problems particularly as many cases are eligible for either form of aid. In this county we have met the difficulties somewhat by means of conferences between the judge and the county assistance office. This office now makes the investigations for the judge and recommends grants for his cases on the same budgetary basis as for those receiving ADC. Of the 108 families receiving assistance in May ninety-two were ADC cases; sixteen, mothers' pensions. Of course the latter did not share in federal funds, nor come under the supervision of the state assistance office.

Clinton Belknap
Director, Hall County Assistance Administration, Grand Island, Neb.

Concerning Migrants

To the Editor: It is most encouraging to see the section on Interstate Migrants in the June issue of *Survey Midmonthly*. I should like to add a few comments on some of the items and to offer a correction of one statement.

The correction first: You state that in my report to the State Department of Social Welfare on the "New York State Program for Non-Settled Persons" I recommend a "system of federal grants-in-aid to the states for transient relief." The recommendation is for grants-in-aid for general public assistance in which non-residents would be included. The relief needs of transients can best be met through regular public assistance rather than through a special category.

The comments: First: I cannot agree with Commissioner William Hodson that my recommendation that the receipt of relief should not affect the acquisition of settlement is "unsound." A person should have the right to cease to be a "transient" after residing in a place for a certain length of time. One year seems long enough. If a person has maintained himself in a community for nearly a year without public aid, then the brief receipt of assistance should not be held against him. If a person remains on relief for nearly a year the local agency should by that time have determined whether he should remain where he is or be returned to the place from which he came. One year seems long enough. If he has no place to which he can be returned then he should be allowed to become a part of the community where he is. One year seems long enough for this process also. My recommendation does not deny federal or state responsibility for the non-settled. It eliminates from the non-settled group, those who should not be so classified.

Second: After examining the Lawson report on interstate migration, submitted to the President by Colonel Harrington, the California Congressional Delegation has drafted a program of action on the migrant problem. It is an excellent nine point program of legislative and administrative action which the delegation says it approves and will support vigorously. Copies may be secured from Congressman Jerry Voorhis.

Philip E. Ryan
Executive Secretary, Council on Interstate Migration, New York City

"It's Up to Us"

To the Editor: "How seriously do social workers consider the value of interpretation?" was the challenging question put to members of the 1939 Washington State Conference of Social Workers by Richard Neuberger, well known Portland newspaperman.

"People engaged in charitable enterprises," he said, "have had a deep-seated distrust of newspapermen. Reporters and editors, in turn, have had a congenital dislike for 'reformers' and 'uplifters.' Neither group has had a good understanding of what the other was doing and the public often has formed distorted pictures of both."

Coldly sobering to those at this conference was the fact that attendance was only half as large as at the previous one. For several weeks before the meeting scores of trained, experienced employes in county welfare departments had been released as part of a state economy movement. Fears were felt for the future of the state welfare program. Workers, supervisors and administrators were deeply concerned. As one of them put it: "Attacks upon public welfare by various interest groups seemingly have had their effect. Curtailment processes are now widespread. I see at this conference only half as many people as I saw at the last one. Next year I may not see any of you. The various programs now in effect may be abandoned by then."

It would appear that social workers themselves must "sell" to the public the work, the understanding that is a prelude to wholehearted support. Those in the field are best able to explain the work they are doing.

Wanatchee, Wash. George M. Logan

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Book Reviews

Politics and Relief

THE ILLINOIS POOR LAW AND ITS ADMINISTRATION, by Sophonisba P. Breckinridge. University of Chicago Press. 541 pp. Price $4 postpaid of *Survey Midmonthly*.

THE latest in the series of Social Service Monographs, edited by the School of Social Service Administration of the University of Chicago, is a comprehensive and scholarly piece of work by one who long has been the outstanding scholar in this field.

The book is a devastating refutation of arguments for the administration of relief on a purely local basis. Miss Breckinridge has carefully documented the story of politics and relief in Illinois during the century preceding the New Deal. It is not a pleasant story, and it will open the eyes of those who have thought that Dickens described only the English scene from which, as the author points out, the principles of early practices in Illinois were indirectly derived. The first few chapters trace the development of poor-relief legislation from the period previous to Illinois statehood up to 1931. The events leading to the substitution of county poorhouses for the system of "farming out" paupers to the lowest bidders are discussed in detail.

During the state's history there has been much shifting of responsibility for poor relief as between counties and townships. In 1931, as the emergency of the depression became apparent, the Illinois legislature took a strange step backward in relief administration by transferring responsibility from counties to townships. This action is explained by the fact that county tax rates are limited by the Illinois constitution and statutes, while townships had unlimited taxing power. However, it was not until 1933 that legislation was enacted giving township units specific authority to levy taxes for poor relief. Because of lack of foresight in enacting the 1931 law, Illinois had, for the six months following July 1, 1931, no local unit—either township or county—which could levy taxes for relief purposes.

In later chapters Miss Breckinridge points out that despite the reorganization which created the state Department of Welfare in 1917, there never has been adequate approach to the integration of poor relief on a statewide basis. She reports a field study of poor relief in Cook County, outside of Chicago, made in 1929 which revealed confusion, lack of standards and uniformity, and bungling inefficiency at every point. Almost every principle of sound administration was flouted.

It is not unlikely that the rural psychology of the legislature in attempting to make the Chicago region pay its relief costs directly is in part responsible for the failure to correct this situation by means of centralized state supervision. "Illinois has, therefore, so far as relief is concerned, no part in a national program and, so far as general relief is administrated, no more of a state program than was set up in 1819."

The volume contains a carefully selected group of documents illustrating the development of legislation, judicial precedent, opinions of attorneys general bearing on poor relief, and appendixes filled with corroborative detail.

Executive Director FRANK BANE
The Council of State Governments

Answer: Yes

DO ADOLESCENTS NEED PARENTS? by Katharine Whiteside Taylor. Appleton-Century. 380 pp. Price $2.50 postpaid of *Survey Midmonthly*.

THE title of this useful book is, of course, a rhetorical question. The real subject of the book is not the adolescents' need for parents, but rather, what kind of parents adolescents need and what kind of adolescents modern parents produce. The author spends a good deal of time on what adolescents are like these days, something on which one must keep up to date from year to year.

It is hard to say whether this book will be read with more pleasure and profit by parents or by adolescents themselves. It should be useful to both. The first part deals largely with family problems, charting the pitfalls of over-protection, domination, and rejection, all rather general in spite of the use of illustrative material. The second part, which deals with the development of personality, maturing love life and vocational choices, contains more specific material and is more interestingly written.

The book as a whole is a contribution to the modern point of view on youths' problems, a serious treatise on a much discussed subject. Appended is an excellent bibliography. ELISABETH IRWIN
Little Red School House, Inc.
New York

He Likes Folks

I TRAVEL BY TRAIN, by Rollo Walter Brown. Appleton-Century. 317 pp. Price $3 postpaid of *Survey Midmonthly*.

IN these days, rumbling with cheap pessimisms and ominous forebodings, it is not easy for those engaged in the various social services to maintain their faith in the improbability of human nature. Yet without that faith they become automatons working by rule of thumb.

This book will be a tonic to reestablish their faith. And won't they enjoy the process! It has another great value. A number of our progressive highschools wisely have introduced Louis Adamic's "My America" as required collateral reading in courses in United States history and elementary sociology. Mr. Brown's book should be equally useful as a means of assuring our youthful citizens that there is sound true-hearted wholesomeness in the minds of workers in mines, on prairies and in industries.

For his book Rollo Walter Brown, a cosmopolitan in the widest sense, has taken competent social soundings all over the nation. His life has yielded intimate contact with every social, economic and cultural level in the country. He likes folks, and folks like him. His own experience as a youth in soft coal mines and potteries affords him the understanding heart that unlocks the tongues of the reticent. Since he left the faculty of Harvard University he has lectured in innumerable colleges, east, west, south and north. His life experience coupled with rare literary gifts have combined to give us these permanently valuable American genre sketches picturing social life in this decade.

WALTER F. GREENMAN
West Newton, Mass.

Laws of Behavior

FRUSTRATION AND AGGRESSION, by John Dollard, Neal E. Miller, Leonard W. Doob, O. H. Mowher and Robert R. Sears. Institute of Human Relations, Yale University Press. 209 pp. Price $2 postpaid of *Survey Midmonthly*.

THIS volume is refreshing relief from the usual words and inconclusive books written of late on human behavior. It is clear, definite and logical. Perhaps its outstanding merit is its application of the precision method. It uses the inductive-deductive reasoning method of science, with constant weighing of data found against hypotheses assumed.

In the chaotic field of behavior problems the use of such method necessitates sharp posing of the question. This the authors have done. While fully cognizant of many other motivating elements in human behavior, they have limited themselves, deliberately, to the study of the mechanism of frustration and aggression in its effects on personalities, mores, political systems and civilizations. Their entire work is founded on the sound assumption that aggression in some form is always a consequence of frustration. It is a tribute to their scientific integrity that they do not join that sad army of debtors to Freud who deny their debt and disclaim their benefactor. They analyze our many frustrations from the cradle to the grave and the varying types of aggressive response which these frustrations call forth beginning with babyhood, increasing when we walk and talk, when we mix with our fellows at school, multiplying again when the sex taboos of adolescence take on reality for us and

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only changing in outward character as the adult problems of economic frustration, loss of loved ones and the old age problems of waning powers are added.

This study of socially unacceptable aggressive behavior, its manifestations in race prejudice, communism, fascism and in criminality, as a direct result of frustration, throws light in dark places. If these asocial and painful behavior complexes can be understood from an etiological point of view, if they are instances only of lack of ability to respond with a socially acceptable aggression to the inevitable frustrations of life there is hope that we may learn to understand human behavior, even so-called inhuman behavior, and to redirect it in ourselves and others when desirable.

The book is a valuable and dispassionate plea for a further understanding of the mechanisms of human behavior in order that we may control that mechanism and direct it away from destructive and toward constructive expressions of human aggression. Written for the general public, on the assumption that human beings are explicable, it points the way toward deeper understanding of those unwritten, uncodified laws of human behavior which are never broken.

ADELE STREESEMAN, M.D.
Brooklyn, N. Y.

New York's Hospitals

REPORT OF THE HOSPITAL SURVEY FOR NEW YORK. VOL. III, prepared by Arthur W. Jones and Francisca K. Thomas. 571 pp. Price $2.15. Order direct of the United Hospital Fund of New York, 370 Lexington Avenue, New York City.

THE material presented in this volume is the result of the most detailed study ever attempted of the financial aspects of institutions and agencies which provide organized care of the sick. The survey covered 814 such agencies in the New York metropolitan area. The report deals with the investment, expenses and income of these facilities, their economic policies and practices, and estimates of the amount of capital required to meet expansion and replacements to the year 1960. Ninety-seven pages are devoted to a discussion of the chief problems involved in the institutional provision of care for the sick, including such important aspects as the division of responsibility between voluntary and governmental agencies, trusteeship, management of property investment and endowment, and financing the cost of organized care of the sick.

The investment, expenses, and income are analyzed separately for hospitals, convalescent homes, homes for the chronically ill, independent dispensaries, and visiting nurse agencies. The financial data are for the year 1934, with frequent comparisons with the year 1930.

For the student of hospital administration and for the trustees responsible to the community for the direction of the affairs of these important services, which in the area surveyed represent a gross investment of $715 million, this report is worthy of intensive study.

CLAUDE W. MUNGER, M.D.
St. Luke's Hospital, New York City

Public Management

INTRODUCTION TO THE STUDY OF PUBLIC ADMINISTRATION. Revised Edition. By Leonard D. White. Macmillan. Price $4 postpaid of *Survey Midmonthly*.

THE public welfare worker who is baffled by the lingo of the budget officer and the procedures of the Civil Service Commission, and justifiably mystified by talk of "line" and "staff," will find this book the best available for the purpose stated in its title. It is hard to believe that the earlier edition, in 1926, was the first of its kind in the United States. In the intervening thirteen years the trickle of literature on public administration has become a torrent, but no better introductory book has appeared devoted to the central management operations of government and its control.

While the longest section of the book deals with personnel management, the field of Professor White's special interest, other sections deal with fiscal management and forms of administrative action and the system of responsibility—aspects of administration that have become of paramount interest in recent years. The welfare worker will find these sections a palatable introduction to administrative law. The first section, on structure and organization, may seem hard going for those who have not a strong theoretical interest, but it deals with the core problem of administration and is lucid throughout. I have not seen a better presentation in three pages of the arguments in the old case of "The Administrator *vs.* The Board."

For the welfare official who wishes to understand his work in its larger administrative setting this book is highly recommended. CHARLES S. ASCHER
Social Science Research Council

On the Brink

FROM SCHOOL TO COLLEGE: A Study of the Transition Experience, edited by Hugh Hartshorne. Yale University Press. 448 pp. Price $3.50 postpaid of *Survey Midmonthly*.

ANYONE who has ever worked with young people will soon discover the complete utility of the material presented in this study conducted by Lincoln B. Hale and edited by Hugh Hartshorne.

Based on case studies of some twelve hundred young men in the perplexing stage of leaving preparatory school and entering colleges and universities, the great value of the study is in its qualitative rather than its quantitative aspects.

The first major change in the educational life of the individual comes when the highschool student leaves his home and goes to college or university. The study is convincing proof of the importance of this change, and should be very valuable to college and university counselors as well as to those working on the highschool and preparatory school level. Deans, specialists in every field of student personnel work, and all other student counselors will soon discover that here is presented a complete listing of the major factors of success and failure in college. Many other persons concerned with the adjustment of young people, notably the serious minded father and mother who have a youngster preparing for college, likewise will find here numerous helpful suggestions.

Particularly helpful are the chapters recognizing the widespread maladjustment to college life, the habit patterns of the successful personality, and the specific work of the home, church, school, and college in planning guidance programs to promote success in college. The book suggests the fields of difficulty, but leaves the solution of the administrative plan to the college or university.

The study is stimulating, and provocative, and should leave the average student counselor with a warning of the inadequacy of his present activities, but with the encouragement that here are the materials which he may use to fashion his own plan of future work.

FRED H. TURNER
Dean of Men, University of Illinois, Secretary of the National Association of Deans and Advisers of Men

A Guide to Growing Up

A GIRL GROWS UP, by Ruth Fedder. Whittlesey House. 235 pp. Price $1.75 postpaid of *Survey Midmonthly*.

WHAT does growing up mean?" "How can I learn to understand myself?" "Isn't there something on psychology that I can read?" are typical of the questions Miss Fedder has been asked in her years of experience as a guidance counselor to highschool and junior highschool girls.

Written directly to young girls, her book answers these and many other questions. A chapter on Growing Up sets up standards of maturity. "You are not really an adult, you are not grown up, until you have learned how to live with your family as an independent adult; until you are able to get along with people, which includes boys and perhaps a husband; until you have adjusted yourself to being with or without a job; until you have established your relationship to the world by unifying your life according to some guiding ideas which you have made your own."

Subsequent chapters are well described by their titles: Gaining Self-Confidence; Acting your Age; Growing up Emotionally; Getting On with People; Living Happily with Your Family; Associating Happily with Boys; Decid-

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ing about a Job; and The Give and Take of Living. An appended book list covers topics of interest to girls, from cosmetics to careers.

Adolescents, bewildered by the changing world as well as by their own development, will find the book an illuminating guide. Its sane consideration of the things all girls think of commends it to everyone who wants to lend a hand in this difficult business of growing up.

Philadelphia, Pa. RUTH L. FRANKEL

Are Criminals So Different?

CRIME AND THE MAN, by Earnest Albert Hooton. Harvard University Press. 403 pp. Price $3.75 postpaid of *Survey Midmonthly.*

IN his non-technical summary of the results of the Harvard Survey of the Relation of Crime to Race and Nationality in the United States, Professor Hooton tells us that his staff examined 10,953 prison and reformatory inmates; 2004 county jail prisoners; 743 criminal insane; 1227 insane civilians; and 1976 sane civilians. There were 107 anthropological facts and thirteen sociological items available for the study of each individual. Twelve years were occupied in this investigation in an attempt to show that there is a relationship between social behavior and physical characteristics.

Criminals were compared with non-criminals of the same ethnic origin; and criminals convicted of one offense were compared with criminals of the same ethnic group who had been convicted of different offenses. Whereupon, Professor Hooton found that criminals have thicker head hair than civilians, show more extremes of straight and curly hair; less gray hair, more splotched whites of eyes, higher foreheads and deeper nasal depressions, more prognathism, more pointed chins, more prominent cheekbones, less highly evolved ears, and more facial asymmetry. Further, each of the offense groups shows its craniometric and physiognomic differentiae from the total.

Professor Hooton began his research, he says, "partly through idle scientific curiosity, partly through dissatisfaction with the futile and almost childish attempts of Lombroso to establish a tenable hypothesis by essentially unscientific methods, even more largely from disgust with the sanctimonious statistical deviousness of Goring, who succeeded in obfuscating the entire subject of the relation of organism to behavior and in misleading a whole generation of simple criminologists." Because of the adverse criticism which has been directed against previous anthropological studies the author has prepared himself for a "raucous reception" by sociologists, penologists, and sentimental humanitarians. However, while he may have employed more defensible statistical procedures than his predecessors in this field, this reviewer cannot so readily accept some of his assumptions or the validity of his conclusions. For instance, his assumption that a prisoner is a criminal of a particular type merely because he is currently serving a sentence for a particular offense. Apparently no investigation was made of the previous records which might well have put these offenders into other "criminal type" groups. Professor Hooton's conclusion that heredity is the main factor in determining the extent and kind of crime must have been arrived at from material not included in his book. Certainly the establishment of an association between particular races and certan types of crime might much more logically indicate the tremendous influence of cultural interaction and conflict. Of especial significance, environmentally, is the material on Negroes which is divided into two groups —the full blooded Negro and the negroid. While anthropometrically and morphologically distinct, they are not sociologically well differentiated and there is almost no difference in the distribution of kinds of criminal offenses between negroids and Negroes.

Readers of "Crime and the Man" will enjoy Professor Hooton's clever presentation of an uninteresting subject and especially his entertaining, illustrative drawings.

JAY BECK
Director, Social Investigation Unit, Department of Correction, New York City

Time and Mores

PUNISHMENT AND SOCIAL STRUCTURE, by Georg Rusche and Otto Kirchheimer, Columbia University Press. 268 pp. Price $3 postpaid of *Survey Midmonthly.*

SOBER, sound and splendidly documented, "Punishment and Social Structure" may well upset traditional penal concepts just as Beard's classic "Economic Interpretation of the Constitution" helped explode some hoary myths about the Founding Fathers.

Popular belief to the contrary, point out the learned authors, the punishments current in earlier days were neither inspired by sadism nor by moral depravity. With a wealth of evidence to back them up, Drs. Rusche and Kirchheimer argue plausibly that the forms of punishment vary with time and place and are profoundly influenced by economic considerations. They point out, for instance, that the substitution of galley labor for the death penalty was not due to humane motives but to the necessities of trade and commerce. In an age when able bodied oarsmen were badly needed sentence to the galleys was prompted by the quest for profits.

So with other forms of punishment generally attributed to more pious motives. To erect a vast and impressive colonial empire, the English exported criminals to remote colonies and military settlements. Indeed such was the demand for workers that a new crime soon made its appearance—kidnapping. Seizing children of the poorer classes and selling them off into slavery, kidnappers in the seventeenth century were soon doing a thriving business.

Even the failure of the Pennsylvania system of strict solitary confinement is attributed to man's lust for profits. Under such a system it was impossible to maintain a maximum of industrial efficiency in the prisons. The success of the Auburn system—which provided for solitary confinement at night and collective labor in the work shops during the day—is traced to the fact that it permitted the greatest possible exploitation.

Altogether, Drs. Rusche and Kirchheimer probe deeply and diligently into the problem of motivation, often coming up with facts that should give conservative penologists pause. Thorsten Sellin supplies a brief but acute introduction.

Baltimore, Md. SAMUEL G. KLING

The Changing Pattern

HOW TO PROMOTE COMMUNITY AND INDUSTRIAL DEVELOPMENT, by Frederick H. McDonald. Harper. 260 pp. Price $3 postpaid of *Survey Midmonthly.*

THAT this book comes out of the South is a fact important in itself. Rapid industrial expansion, new industrial opportunities, the grading up of whole populations from low level subsistence agriculture to higher though more unstable industrial living standards, are a characteristic of the New South. Nowhere else in the nation is there comparable development.

Mr. McDonald, a civil engineer of Atlanta, Ga., makes an important distinction between community planning and community development. The former is a long-range activity for moulding communities into improved appearance and convenience. It is a civic activity and a primary function of local government. The return on community planning is a deferred one. Its costs begin immediately and continue. Its results are effected throughout the community and affect its facilities far into the future.

Community development, on the other hand, has to do with added commerce and population. It is a business activity with relatively quick business returns. It is a primary privilege of private enterprise. Development builds communities where planning moulds them.

Perhaps the keynote of Mr. McDonald's book is found in this paragraph: "The first mistake is the belief that mere moving can better an enterprise or the community to which it moves. The other error is where moves that are sound and necessary are opposed by political, business or labor influences in the belief that such moves can occur only at the expense of their local areas."

The book as a whole is a rational analysis of the problems involved in busi-

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ness location, re-location, and expansion. It is as far removed from local Chamber of Commerce ballyhoo as can possibly be imagined. It deals with the far-sighted and fundamental aspects of the problem and is the best available text book for communities and industries alike.

For Mr. McDonald, the community is a living organism, its operation "based on the simple precept that: Men can be given the opportunities of civilization but must provide each for themselves the rewards of civilization—if they would remain a free people. This tenet was the fundamental of American democracy and created great communities in a nation whose duty was to protect, but not to provide for a free people."

This book should be required reading for restless or growing industries, contracting or expanding communities, and the general reader concerned with the changing pattern of American government and industry.

Springfield, Vt. RALPH E. FLANDERS

What We Do and Why

TIME-BUDGETS OF HUMAN BEHAVIOR, by Pitirim A. Sorokin, and Clarence Q. Berger. Harvard University Press. 204 pp. Price $2.50 postpaid of *Survey Midmonthly*.

IN an interesting study to determine what men do and why they do it in their daily life, the authors present their investigation of some collected systematic records of the activities of one hundred individuals, characterized as being dominantly female, white, single and of long residence in or about the city of Boston.

The authors make no unreasonable claims for their data nor do they endeavor to evaluate the results as having general application to all individuals or to all behaviors in the course of life. Their statistical conclusions are thoroughly in harmony with common experience, namely, that since social cultural life is constantly in course of change, adaptive planning is requisite, but society has not yet achieved the scientific background warranting the assumption of a capacity to forecast or prophesy human activity.

New York IRA S. WILE, M.D.

Concise Data

AMERICAN FOUNDATIONS AND THEIR FIELDS, compiled by Geneva Seybold. Raymond Rich Associates. 224 pp. Price $3.75 postpaid of *Survey Midmonthly*.

AN outgrowth of studies compiled and published by the Twentieth Century Fund, 1930-1935, this volume brings these studies up to date and enlarges their scope. Concise data is given about 243 independent American foundations, including their purpose, activities, capital assets, expenditures and grants during 1937, the latter classified according to the fields in which they were made. Investments are given both in dollars and percentages of the total investments. Two indexes, one of foundations and one of fields, add greatly to the usefulness of the book for reference purposes.

The total capital of the foundations reported amounts to more than $945 million; gross expenditures for 1937 were nearly $48 million; and grants to outside agencies and individuals exceeded $38 million. The Rockefeller Foundation and Carnegie Corporation of New York both reported capital with a ledger value of over $160 million, fourteen others reported over $10 million, and another seventeen over $4 million. On the list of grants during 1937 General Education Board stands first with $9,716,277.

MABEL SKINNER

In the Soviet Vineyard

WE DIDN'T ASK UTOPIA, by Harry and Rebecca Timbres. Prentice-Hall. 290 pp. Price $2.50 postpaid of *Survey Midmonthly*.

THESE frank letters and journals were written in 1936 and 1937, by a Quaker couple, Harry and Rebecca Timbres, who were engaged in public health work in Soviet Russia. They did not expect Utopia, but they worked with a sympathetic spirit, although their Quaker philosophy was not that of Communism. Their intimate letters and journals give a vivid picture of life in Marbumstroy in the Mariiski Republic, some hundreds of miles east of Moscow.

Dr. Timbres was a specialist in public health, particularly in malaria, and Mrs. Timbres was accepted as a trained nurse. The salary paid the doctor was a minimum, and it was difficult living for the family of four used to American standards, but they met it all in a sporting spirit. Mrs. Timbres added to the income by working herself. The little girls at first encountered their own special difficulties in school since they did not speak or write Russian, and were placed in classes with younger children.

About one quarter of the book is Dr. Timbres' letters written to his wife in America before she and the children joined him, and the rest is almost entirely Mrs. Timbres' journal. That they met the many vicissitudes not only with courage but with humor, made the tragic end all the more poignant. Harry Timbres contracted typhus and died on May 13, 1937. He was buried on a hillside above the Volga River where as his wife wrote: "He lies in the very heart of the Russia he loved so passionately."

Baltimore, Md. ELISABETH GILMAN

Youth and Religion

YOUTH LOOKS AT RELIGION, by Arthur C. Wickenden. Harper. 212 pp. Price $1.50 postpaid of *Survey Midmonthly*.

HERE is a book about religion written in simple every day language for college students. It deals with a series of problems in the field of religion, presenting ways in which these problems have arisen and various solutions proposed. It is not dogmatic, not paternalistic, not written "down" to a younger person's viewpoint. Anyone acquainted with youth today will recognize that the chapter headings deal with questions asked by young people who are thinking about religion.

The plain, matter-of-fact treatment will commend itself to many young people who are suspicious of sentimentality or emotion in dealing with religious questions. In fact, about the only criticism one might make is that the author, possibly, has been too matter-of-fact about a subject that hardly can help but be touched with some degree of emotion.

The book should be of interest to the highschool or college student to whom it is addressed, to young people in the modern church, and to many older persons to whom the succinct, non-theological discussions of these age-old problems will be highly informative.

YMCA JEROME H. BENTLEY
New York City

On Growing Older

PROBLEMS OF AGEING, by E. V. Cowdry. Williams & Wilkins. 758 pp. Price $10 postpaid of *Survey Midmonthly*.

EVERY year the absolute and relative number of old persons in the United States is increasing. Thus it becomes important for us to increase our knowledge and understanding of the ageing individual, and of an ageing society. This volume, sponsored by the Josiah Macy, Jr. Foundation, summarizes current knowledge in regard to the ageing process. In the introduction Professor Dewey points out the social and political problems created in an ageing society. He raises the question as to what extent certain characteristics of the aged, conservatism for example, assumed to exemplify senescence, are biologically or culturally determined, and emphasizes that many problems attendant upon human old age have a psychological-social origin.

The book consists of twenty-five chapters, each prepared by an authority in a special field of knowledge. The biological aspects find particular emphasis in the chapters on ageing in plants, protozoa, insects and vertebrates. Chapters that follow on the ageing of the various organ systems and tissues are for the most part rather technical summaries of current anatomic and physiologic knowledge. Dr. Alfred E. Cohn, in his chapter on the cardiovascular system, poses the fundamental questions as to what is growth and maturation, what ageing; when does ageing begin; when shall we speak of ageing, when of disease? Interpretation of these phenomena determines the direction of scientific study, as well as the therapeutic approach to persons suffering from the so-called degenerative diseases and the trend of public policy in the care of the aged. Should the community provide only

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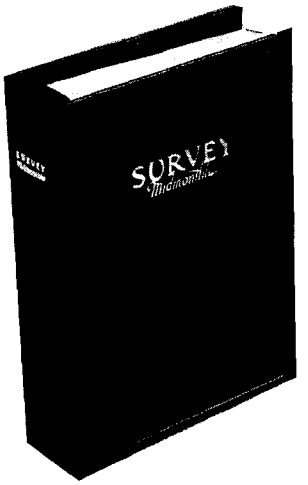

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asylums or refuges where these incapacitated old persons can live out the remainder of their declining years; or should it provide a complete system of medical care for them, instead of accepting them as worn out human derelicts who need an almshouse type of care until such time as their ageing will have reached its final fulfillment in death? The difficulties inherent in these problems are brought to light again and again in this volume.

There are chapters on human cultural levels, and the place of the aged in primitive society; on longevity and on psychological and psychiatric, chemical and immunilogical aspects of ageing.

Dr. Cowdry has achieved signal success in assembling and editing this symposium by distinguished investigators. The volume is not one that can be read through from cover to cover, but every one interested in any aspects of ageing will find within its pages stimulating discussion and analysis, and a discriminating summary of current knowledge contributing to our understanding of the process it discusses.

New York ERNST P. BOAS, M.D.

As They've Grown

THE CITY, A Study of Urbanism in the United States, by Stuart Arthur Queen and Lewis Francis Thomas. McGraw-Hill. 500 pp. Price $4 postpaid of *Survey Midmonthly*.

OF particular value for classroom work in colleges and advanced high-school courses is this well rounded textbook on the development of American urban communities and the various theories which have been evolved from recent urban studies.

The claim is made in the preface that the foundation of the book is to be found in the geographic factors. An examination of the work reveals, however, that very little space is given to the relation between urban development and geographic influences.

The authors have encountered the usual difficulties in developing a definition of an urban community. The attempted combination of cultural with geographic criteria still leaves the reader in the dark as to what an urban community is. One field which they have left unexplored is the psychic—the creative elements that develop under the pressure of great masses of people sharing the

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advantages and disadvantages of the same geographic environment.

The book ends on a pessimistic note. The authors contend that it will require a "revolution" to change our modern city into a more desirable place in which to live, a revolution largely in the control of the use of private property. Had the authors been more familiar with the modern methods of city and regional planning and the vast amount of liberal legislation already controlling the use of private property they might have framed their last paragraphs more cheerfully.

Greenwich, Conn. CAROL ARONOVICI

Information Please

HOW TO CHOOSE A JUNIOR COLLEGE, by Wayne Davis. Harper. 249 pp. Price $2.50 postpaid of *Survey Midmonthly*.

THE subtitle reads "A Directory for Students, Parents, and Educators." Since no other good directory of junior colleges exists this book represents a pioneer effort at classifying, describing and presenting data concerning more than 500 institutions still in a state of rapid change and development. The junior college movement is so young and as yet so far from standardization that it is difficult to make generalizations.

The volume is designed primarily as an interpretive tool to be used by students, parents and educators in making decisions in the choice of a junior college for specific individuals about to enter such an institution of learning. The first six chapters describe the junior college movement; Chapter VII presents "Ready Reference Listings of Junior Colleges" to "help the reader find institutions of a particular type, location, or price range." Section II is devoted to brief descriptions of several hundred privately controlled, residential junior colleges, with minimum data on which to form judgments on the comparative value of the various institutions described. In passing it seemed to this reviewer that the sources of the data on which many of the descriptive statements were based were not always of equal validity. Occasionally a competitive bias is indicated. Certainly a directory must be based upon valid objective data throughout.

Section III is devoted to statistical data. It would have been valuable to educators and parents to have additional information on training, experience and turn-over of faculty members in each institution and on student enrollment covering five year intervals.

Mr. Davis has performed a real service in preparing this directory. His annotations add greatly to both the interest and usefulness of the book.

PAUL W. PAUSTIAN
Director Social Studies Division
Stephens College, Columbia, Mo.

The Pursuit of Health

HEALTH AT FIFTY, edited by William H. Robey, M.D. Harvard University Press. 299 pp. Price $3.

YOU'RE THE DOCTOR, by Victor Heiser, M.D. Norton. 300 pp. Price $2.50.

Prices postpaid of *Survey Midmonthly*.

WHILE the population growth in the United States has shown a tendency to level off, the proportion of the population of ages fifty and over has increased. With these changes, whether related or not, we observe here and there a growing interest among the people to acquire scientific knowledge regarding the prevention of disease and disability. At the same time, emphasis is given by medical and public health workers to the importance of conservation and promotion of physical and mental vigor during childhood and to early attention to remediable impairments.

Public interest in these vital matters is illustrated by the fact that the Sunday afternoon lectures inaugurated by the faculty of the Harvard University Medical School in 1907 have attained an established place in the program of events in Greater Boston. Twelve of the most popular lectures from recent series, as judged by attendance, requests for copies, and so on, have been assembled in "Health at Fifty." The subjects deal with heart disease, blood pressure, weight, cancer, rheumatism, menstruation, care of the eyes, vitamins, glands of internal secretion, the family medicine cabinet, social stress and mental health, and preparing for a comfortable old age.

In general these lectures strike an optimistic note. They are clearly written, give warnings regarding quacks, home medication, and misleading advertising and offer helpful advice regarding the importance of early diagnosis and modern treatment methods. In the final chapter are discussed the factors that enter into an increasing of the individual life span and methods whereby the lengthened years may be faced with some degree of assurance that "the best is yet to be."

"You're the Doctor," by the author of "An American Doctor's Odyssey," apparently was written in response to requests for Doctor Heiser's observations and personal program for good health. It is addressed to "normal people" who desire to keep well and to those capable of a higher standard of health than they are now realizing. The recipe includes "sensible clothing, suitable exercise, pleasant relaxation . . . correct eating." While the content of this book is interesting and entertaining, this reviewer would prefer a combination of type, paper, line and space which would make for easier reading.

School of Medicine IRA V. HISCOCK
Yale University

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AMERICAN LIBRARY ASSOCIATION, 520 North Michigan Ave., Chicago. To aid in the extension and improvement of library service.

Child Welfare

BOYS' CLUBS OF AMERICA, INC., 381 Fourth Avenue, N.Y.C. National service organization of 309 Boys' Clubs located in 171 cities. Furnishes program aids, literature, and educational publicity for promotion of Boys' Club Movement; field service to groups or individuals interested in leisure-time leadership for boys, specializing with the underprivileged.

BOY SCOUTS OF AMERICA, 2 Park Avenue, New York City. Incorporated in 1910 and chartered by Congress in 1916 for the purpose of developing the character of boys and training them in their duties as citizens. Cubbing, younger boys' program, 9-11; Scouting, 12 and upward; Senior Scouting, 15 years and up. Scouts are organized in patrols and Troops. Cooperates with schools and churches, fraternal orders and other civic groups. Walter W. Head, President; Dr. James E. West, Chief Scout Executive.

BERKSHIRE INDUSTRIAL FARM, Canaan, New York. A national, non-sectarian farm school for problem boys. Boys between 12 and 14 received through private surrender or court commitment. Supported by agreed payments from parents or other responsible persons, in addition to voluntary contributions. For further information address Mr. Byron D. Paddon, Superintendent, or the New York Office at 101 Park Ave., Tel: LEx. 2-3147.

CHILD WELFARE LEAGUE OF AMERICA— C. C. Carstens, director, 130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of Work. It also co-operates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worth-while results in phase of child welfare in which they are interested.

NATIONAL CHILD LABOR COMMITTEE—419 Fourth Ave., N.Y.C. Promotes child labor legislation, state and federal; conducts investigations; advises on administration; maintains information service.

AMERICAN LEGION NATIONAL CHILD WELFARE DIVISION, 777 North Meridian Street, Indianapolis, Ind. Three-phase program: Education; legislation for benefit of all children; temporary material relief to children of veterans of World War. Emma C. Puschner, Director.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN OF THE U.S.A., INC., Elyria, Ohio. Paul H. King, President; E. Jay Howenstine, Executive Secretary. Promotes organization of national, state, provincial and local societies for crippled children. Aids in development of their programs. Assists in drafting and securing the passage of legislation in behalf of cripples. Maintains a Bureau of Information with loan library service. Conducts yearly an Easter Crippled Children Seal Campaign. Bulletins. *"The Crippled Child"* magazine, bimonthly, $1 a year.

Foreign Communities

NATIONAL INSTITUTE OF IMMIGRANT WELFARE—1270 Sixth Avenue, New York. A league of International Institutes, Citizenship Councils and other local agencies specializing in the interests of the foreign-born. Gives consultation, field service, program content to agencies engaged in any form of constructive effort for the foreign-born in local communities.

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Health

THE NATIONAL COMMITTEE FOR MENTAL HYGIENE, INC.—Dr. Arthur H. Ruggles, president; Dr. C. M. Hincks, general director; Clifford W. Beers, secretary; 50 West 50th Street, New York City. Pamphlets on mental hygiene, child guidance, mental disease, mental defect, psychiatric social work and other related topics. Catalogue of publications sent on request. "Mental Hygiene," quarterly, $3.00 a year.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—50 W. 50th St., New York. Dorothy Deming, R. N., Gen. Dir. Advisory Service, statistics, monthly magazine.

NATIONAL TUBERCULOSIS ASSOCIATION—50 West 50th Street, New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

BIRTH CONTROL FEDERATION OF AMERICA —A clearing house cooperating with social workers in referring indigent mothers to medically directed birth control clinics in 42 states, including 22 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City. WIckersham 2-8600. Honorary Chairman, Margaret Sanger. Chairman of the Board, Richard N. Pierson, M.D. General Director, Woodbridge E. Morris, M.D.

THE WOMEN'S FIELD ARMY OF THE AMERICAN SOCIETY FOR THE CONTROL OF CANCER, 1250 Sixth Avenue, New York City. An educational group of lay women active in forty-three states under the supervision of physicians representing state medical societies. Information, literature, speakers, newspaper articles may be secured without charge.

New York City

THE BIRTH CONTROL CLINICAL RESEARCH BUREAU, 17 West 16th Street; MARGARET SANGER, Director; has added evening sessions, Wednesday and Thursday evening from 7 to 9 P.M., for the benefit of mothers who work and cannot come to the Clinic daily from 9 to 4.

Negro Education

TUSKEGEE INSTITUTE, Tuskegee Institute, Alabama. Founded by Booker T. Washington. High school and college both accredited. Curricula designed to prepare Negro students to meet the vocational and social needs of successful living. F. D. Patterson, President.

Recreation

NATIONAL RECREATION ASSOCIATION—315 Fourth Ave., New York City. To bring to everybody in America, young or old, an opportunity to find the best and most satisfying recreational use of leisure time through participation in music, drama, sports and games, arts and crafts, nature activities; and to help secure adequate playgrounds, recreation centers, swimming pools, beaches, athletic fields and other recreational facilities.

Penology

THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities:—Collects information about penal institutions and works to improve standards of care in penal institutions. Aids discharged prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Wm. B. Cox, Executive Secretary.

Religious Organizations

COUNCIL OF WOMEN FOR HOME MISSIONS —297 Fourth Avenue, New York City. The Inter-Denominational body of 23 women's home mission boards of the United States and Canada uniting in program and financial responsibility for enterprises which they agree to carry cooperatively; i.e. Christian social service in Migrant labor camps and U. S. Indian schools. President, Mrs. Augustus Trowbridge; Executive Secretary, Edith E. Lowry; Migrant Supervisor, Western Area, Mrs. F. E. Shotwell; Migrant Supervisor, Gulf to Great Lakes Area, Mrs. Kenneth D. Miller.

NATIONAL COUNCIL OF JEWISH WOMEN, INC.—1819 Broadway, New York City. Mrs. Maurice L. Goldman, President; Mrs. Benjamin Spitzer, Chairman Ex. Com.; Mrs. Marion M. Miller, Executive Director. Organization of Jewish women initiating and developing programs and activities in service for foreign born, peace, social legislation, adult Jewish education, and social welfare. Conducts bureau of international service. Serves as clearing bureau for local affiliated groups throughout the country.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Avenue, New York City, Eskil C. Carlson, President: John E. Manley, General Secretary. A federation of 1123 local associations, through state and area councils, for Christian character education among youth. Meets annually to determine service projects and budget for cooperation with local member organizations in program, emphasis and interpretation, fiscal operations, etc. Emphasizes lay-professional cooperation, group and club activity, and self-governing programs of physical, social and religious education, public affairs, international education and special cooperative projects, citizenship, etc. Specialized work among transportation, army and navy, student, colored, rural, and certain other groups.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK —Grace L. Coyle, President, Cleveland, Ohio; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-seventh annual convention of the Conference will be held in Grand Rapids, Mich., May 26-June 2, 1940. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

Racial Adjustment

NATIONAL URBAN LEAGUE, INC., with its 44 branches improves social conditions of Negroes seeking "not alms, but opportunity" for them. Secures and trains social workers. Investigates conditions of city life as bases for practical work. Publishes OPPORTUNITY, Journal of Negro Life. Solicits gifts. 1133 Broadway, New York, N. Y.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC. 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

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Professional Education for Social Work

For positions of responsibility in social Work, professional education is essential. The following schools constitute the membership of the American Association of Schools of Social Work. Correspondence with individual schools is recommended. For information regarding the Association address the Secretary, Miss Marion Hathway, University of Pittsburgh, Pittsburgh, Pa.

ATLANTA UNIVERSITY SCHOOL OF SOCIAL WORK
247 Henry St., S.W., Atlanta, Ga.
Forrester B. Washington, *Director*

BOSTON COLLEGE SCHOOL OF SOCIAL WORK
126 Newbury Street, Boston, Mass.
Rev. Walter McGuinn, S.J., *Dean*

BOSTON UNIVERSITY, DIVISION OF SOCIAL WORK
84 Exeter St., Boston, Mass.
Richard K. Conant, *Director*

BRYN MAWR COLLEGE, Bryn Mawr, Pa.
Carola Woerishoffer Graduate Dept. of Social Economy and Social Research
Mildred Fairchild, *Director*

UNIVERSITY OF BUFFALO SCHOOL OF SOCIAL WORK
University Campus, and 25 Niagara Square
Niles Carpenter, *Dean*

UNIVERSITY OF CALIFORNIA, Berkeley, Calif.
Graduate Curriculum in Social Service

CARNEGIE INSTITUTE OF TECHNOLOGY
Department of Social Work, Pittsburgh, Pa.
Mary Clarke Burnett, *Head of Department*

CATHOLIC UNIVERSITY OF AMERICA
School of Social Work, Washington, D. C.
Rev. Thomas E. Mitchell, *Dean*

UNIVERSITY OF CHICAGO, Chicago, Ill.
School of Social Service Administration
Edith Abbott, *Dean*

UNIVERSITY OF CINCINNATI, Cincinnati, Ohio
Program of Training for Public Welfare Administration

UNIVERSITY OF DENVER, Denver, Colorado
Graduate School, Department of Social Work
Florence W. Hutsinpillar, *Director*

FORDHAM UNIVERSITY SCHOOL OF SOCIAL SERVICE
805 Woolworth Building, New York, N. Y.
Miss Anna E. King, *Dean*

GRADUATE SCHOOL FOR JEWISH SOCIAL WORK
71 West 47th Street, New York, N. Y.
Maurice J. Karpf, *Director*

INDIANA UNIVERSITY, Indianapolis, Indiana
Training Course for Social Work
Louis E. Evans, *in charge*

STATE UNIVERSITY OF IOWA, Iowa City, Iowa
Division of Social Administration
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Graduate Division of Social Administration
Margaret K. Strong, *Director*

LOYOLA UNIVERSITY SCHOOL OF SOCIAL WORK
28 North Franklin Street, Chicago, Ill.
Rev. Elmer A. Barton, S.J., *Dean*

UNIVERSITY OF MICHIGAN, Curriculum
in Social Work, 40 East Ferry Street
Detroit and Ann Arbor, Mich.

UNIVERSITY OF MINNESOTA, Minneapolis, Minn.
Graduate Course in Social Work
F. Stuart Chapin, *Director*

THE MONTREAL SCHOOL OF SOCIAL WORK
3600 University St., Montreal, Canada
Dorothy King, *Director*

NATIONAL CATHOLIC SCHOOL OF SOCIAL SERVICE
2400 19th Street, N. W., Washington, D. C.
Rev. Lucian L. Lauerman, *Director*

THE NEW YORK SCHOOL OF SOCIAL WORK
122 East 22nd Street, New York, N. Y.
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UNIVERSITY OF NORTH CAROLINA, Division of
Public Welfare and Social Work, Chapel Hill, N. C.
Roy M. Brown, *Director*

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313 East Chicago Avenue, Chicago, Ill.
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School of Social Administration
Charles C. Stillman, *Director*

UNIVERSITY OF OKLAHOMA, Norman, Oklahoma
School of Social Work
J. J. Rhyne, *Director*

UNIVERSITY OF PENNSYLVANIA, Philadelphia, Pa.
Pennsylvania School of Social Work
Karl de Schweinitz, *Director*

UNIVERSITY OF PITTSBURGH, Pittsburgh, Pa.
School of Applied Social Sciences
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St. Louis, Missouri
Rev. Joseph Husslein, S.J., *Director*

SIMMONS COLLEGE SCHOOL OF SOCIAL WORK
18 Somerset Street, Boston, Mass.
Katharine D. Hardwick, *Director*

SMITH COLLEGE SCHOOL FOR SOCIAL WORK
Northampton, Massachusetts
Everett Kimball, *Director*

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UNIVERSITY OF TORONTO, Toronto, Canada
Department of Social Science
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Social Work and Public Health, Richmond, Va.

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